FAMILY AND COMMUNITY SUPPORT SERVICES (F.C.S.S.)

FINAL REPORT OF THE F.C.S.S. MINISTERIAL REVIEW PANEL

OCTOBER, 1991

92-01064/

LEGISLATIVE ASSEMBLY
ALBERTA

DON TANNAS, M.L.A.
HIGHWOOD CONSTITUENCY

Edmonton, Alberta
November 1, 1991

Honourable John Oldring
Minister, Family & Social Services
104 Legislature Building
Edmonton, Alberta

On behalf of the Panel, it is my pleasure to submit the final report of our review of the Provincial Family and Community Support Services Program. We are most appreciative of the valuable analysis and commentary contributed by hundreds of Albertans who responded to your invitation to help shape the future of FCSS in our Province.

You requested that the Panel explore strengths and weaknesses and look at ways of ensuring the ongoing efficiency and effectiveness of the Program. Our decisions were consistently measured against the fundamental principle of local autonomy, which empowers communities and gives them responsibility for determining appropriate responses to the social challenges they face. All Panel members came to the project with knowledge and experience in FCSS matters far in excess of mine. Over the past year, I have gathered a more thorough understanding of the role and philosophy underlying the program. My appreciation for the effectiveness and the worthwhile mission of FCSS has grown immensely.

Panel members remained actively involved in all facets of the review. Their diligence, commitment and enthusiasm seldom wavered. I want to express my sincere gratitude and appreciation for the special and significant contribution made by each and every member. We reached agreement on all the recommendations with the exception of recommendation 25 (b); some panel members felt that $32.00 was a more appropriate provincial per capita allocation.

Donald R. Milne and Nashiben Jina should be recognized for the able assistance they provided at varying stages in the process. I am grateful to Stockwell Day and Sally Huemmert for their patience, understanding, and for providing us with accommodation.

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I especially want to thank those elected Councillors, FCSS Board members, and FCSS staff at the local level, who hosted and assisted us when we were in their communities. They greatly contributed to the success of this project.

A project such as this requires good staff. We were blessed by having two capable and dedicated consultants who exercised patience and good humor throughout the process. We owe a special debt to Catarina Versaeval and Joan Langille.

As I hand over this report to you, I wish to personally thank you for providing this opportunity to strengthen the FCSS Program as we move into the 90's.

Don Tannas

Don Tannas, M.L.A.
CHAIRMAN, FCSS

Dedication

Robert (Bob) Edward Walter

The members of the Family and Community Support Services Review Panel wish to dedicate this report to the memory of Bob Walter.

Bob was involved in public service at the municipal and provincial level for more than fifteen years. He believed strongly that the community and its citizens were in the best position to make decisions on matters affecting their lives and well-being. He was a man who modelled his belief in a day-to-day way in his community. Bob's community was the north...a community to which he was deeply devoted.

Bob was committed to the philosophy and principles of F.C.S.S. and for the duration of his time on the Review Panel, he was a strong, vocal advocate for local decision-making.

REPORT ON REVIEW OF FAMILY AND COMMUNITY SUPPORT SERVICES (F.C.S.S.)

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CHAPTER 1

INTRODUCTION

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INTRODUCTION

The Family and Community Support Services (F.C.S.S.) Program, unique to Alberta, had its beginnings 25 years ago as an innovative social services program under the "Preventive Social Services Act". The Alberta program was designed to prevent social problems from arising or existing problems from getting worse. The cornerstones of this preventive program were the principles of local priorities and decision-making, voluntarism, provincial/municipal partnership and a focus on the family. F.C.S.S. offers community based solutions to community problems, with preventive programs that respond directly to local needs.

A review of the program in 1980 resulted in a reaffirmation of the practice of cost-sharing between the Province and local authorities as well as the original purpose and principles of the Program. At that time a new Act, the "Family and Community Social Services Act", came into effect.

On October 26, 1990, the Honourable John A. Oldring, Minister of Family and Social Services announced the review and establishment of the Ministerial Advisory Panel to conduct a comprehensive review of the Family and Community Support Services Program.

This report describes the process and outcome of the review conducted during the period October 1990 to October 1991. The Review Panel intends this report to be viewed as a living document, because planning for family and community support services requires a fluid and ongoing process. More importantly, those who participated in the creation of the report--citizens of Alberta, social service organizations, F.C.S.S. board members and administration--urged that planning become part of an active, collaborative and ongoing process of service renewal, coordination and improved communication.

1. HISTORICAL OVERVIEW OF F.C.S.S.

From the time that Alberta became a province (1905) until the early 1960's, services now seen as being 'social' were the responsibility of local institutions in Alberta's communities. By the mid 1960's, pressures were being exerted to have the province assume a greater role in the delivery of statutory programs, such as child welfare, social assistance, and mental health. On July 1, 1966, the Preventive Social Service Act was passed. It reflected a recognition of the importance of early intervention and created a framework for preventive programs. This approach and the accessibility of provincial resources to local communities, emphasized community involvement, decision making, and cost-sharing.

Over the next 15 years, Preventive Social Services (P.S.S.) programs were initiated by municipalities to reflect local priorities. Advisory boards were encouraged to review project applications and to make recommendations to councils. Local governments administered the projects. The province cost-shared them on an 80% - 20% basis, usually after the projects had commenced and been approved by the Minister. Preventive Social Services (P.S.S.) legislation was worded to enable (rather than demand) municipalities to participate. This led to a slow and continuing growth of the program throughout the province.

The role of the province was to interpret the Act, offer orientation and encouragement to new areas, provide ongoing consultative services regarding the development of the local programs and provide general information packages (through social indicators and 'Overview' reports). Following the 1979 provincial election, a review of P.S.S. was announced by the Minister of Social Services and Community Health. Three independent committees were appointed to simultaneously review the P.S.S. program and report to the Minister. The results of these investigatory committees showed that the overwhelming

majority of municipal groups supported the continuation of a variation of the P.S.S. program.

In February, 1981, the Minister announced a new program, the Family and Community Support Services (F.C.S.S.) Program. The fundamental principle of local decision making was maintained, as well as the 80% provincial and 20% municipal cost-sharing arrangement. It was decided that the new program would include:

- an extension of the program to all Albertans, through the definition in the Act of 'municipality';
- the provision of funds in advance on a quarterly basis; the total amounts offered to a local government for cost-sharing were in two formats, and dependent solely upon population;
- special consideration to areas of high growth or sparse population;
- implementation of a public awareness campaign to strengthen and encourage volunteer involvement in local programs;
- submission of annual audited financial statements by local programs to the provincial government;
- the option for local F.C.S.S. programs to operate without hiring a director; and
- the option for municipal governments to contribute to the municipal 20% from other than tax-generated (mill rate) dollars.

The principles of prevention, community involvement, local decision-making, voluntarism and partnership have remained constant for the past 25 years.

2. THE REVIEW

The decade since the last review of F.C.S.S. has been a period of unprecedented change for human services. Indeed, during this decade, Alberta's economic and social environments have undergone dramatic changes. Many of these changes have put enormous stress on Alberta's families and communities. Some of the challenges and trends are addressed later in the report. The decade ahead will undoubtedly bring greater change, increased competition for social resources from other human service sectors, and demands for more and different types of services. New technologies, new policies and rules, and new needs will all demand dynamic and flexible approaches.

3. THE REVIEW'S OBJECTIVES

The Terms of Reference for the review of F.C.S.S. called for a comprehensive analysis of several components: i) mandate ii) accountability, administrative arrangements/ organizational issues and inter-relationships, and iii) funding and financial management.

The goals of the review were to collect and analyze information; identify issues; compile findings and formulate recommendations; discover strengths and weaknesses; review any need for changes; and to look at possible strategies and mechanisms to ensure the ongoing and future efficiency and effectiveness of the F.C.S.S. Program.

Specific objectives for the review of the F.C.S.S. Program included the determination of:

- Relevance--whether the F.C.S.S. Program continues to make sense, in regard to the problems or conditions to which it is intended to respond.

- Appropriateness--whether the design of the F.C.S.S. Program, its major components and the resources expended, are logical in light of the objectives of F.C.S.S.

- Effectiveness--to what extent the Goals and Objectives of F.C.S.S. have been realized (has the Program achieved the intended results?).

  To what extent the individuals for whom F.C.S.S. has been designed judge it to be satisfactory.

- Efficiency--the efficiency and economy of the delivery of the F.C.S.S. Program, i.e., to determine the relationship among costs, inputs and outputs.

- Monitoring and Reporting--given the Government expectation of accountability, to review the monitoring and reporting strategies and determine what mechanisms may need to be established.

- Needs--given that many agencies, government departments and associations are engaged in preventive and community support services, this review was to determine the future needs of individuals, in the area of community support services, and to identify the service gaps for the next decade and beyond. The review was also to examine methods of conducting needs assessments and to review decision-making processes that would address priority needs.

- Equity--whether the size and location of individual F.C.S.S. Programs have an impact on the costs, delivery mechanisms, and objectives of the program (Urban and Rural).

- Environmental Sensitivity--whether the principles of local autonomy and decision-making, in the Municipal/ Provincial shared funding arrangements of preventive social service programs, continue to be valid in

Alberta's social and economic environment; and whether the roles and responsibilities of the Province and Municipalities/Regional/Local Authorities are clear and valid.

4. THE PROCESS

The process established by the Ministerial Advisory Panel reflects the belief that community and individual input contribute greatly toward the development of ideas and strategies that are necessary for a quality review. Various target groups and constituencies of the F.C.S.S. Program were provided with extensive opportunities to participate fully in the review process.

The overall F.C.S.S. Review consultation strategy was intended to solicit input, commentary and suggestions from the wide audience that could, directly or indirectly be impacted by the F.C.S.S. Program. The strategy recognized that everyone has a stake in the future role of F.C.S.S. Through the consultation strategies, the Panel solicited practical advice from people on how to strengthen the viability and future direction of F.C.S.S.

The consultation strategies reflected the views that:

- People will more likely commit themselves to a vision they build together through dialogue and communication.

- Community and individual skills and advice will contribute significantly toward the development of ideas and strategies that support the positioning of F.C.S.S. to respond to the forces and sources of future change.

- Creating a future where families and communities can thrive requires an investment in understanding F.C.S.S., its evaluation and its mandate for the future.

- There is an increasing recognition that no single human profession has the skills to respond to the complexity of the social issues of the 1990s.

The consultation strategies were generally targeted to secure input in several categories:

- Governance (elected councils and unit authorities, F.C.S.S. Management/Advisory Boards, other elected bodies, e.g. Indian Band Councils, Metis Settlement Councils and school boards).

- Administration (municipal F.C.S.S. staff and Government officials).

- Delivery (F.C.S.S. funded agencies and related organizations).

- Recipients/constituents (persons and organizations receiving services and the constituents who represent them).

- General public (community at large).

- Related organizations and associations.

The Panel employed five broad consultation strategies which resulted in receiving valuable input from a wide cross-section of service consumers, service providers, concerned citizens, children and parents. The input and advice of these groups was a major plank in the outcome of this review. This kind of input needs to be an essential and ongoing part of planning for human services into the future.

The consultation strategies included:

(a) Community Dialogue (These sessions provided the community at large with an opportunity to participate in the review and planning process, which involved a partnership of families, individuals, communities, business and agencies.)

(b) Focus Groups (These sessions provided an opportunity for intensive debate, issue analysis and the generation of strategies and solutions around specified issues).

(c) Special Sessions (These sessions provided local Councils, Native groups and other interest/stakeholder groups with an opportunity to meet with the Panel in-camera to present specific issues and perspectives).

(d) Briefs (Organizations and associations directly or indirectly impacted by F.C.S.S. were invited to submit briefs responding to the Terms of Reference of the F.C.S.S. Review).

(e) Questionnaires (146 F.C.S.S. programs and 1400 funded agencies/projects were requested to provide data describing the operation of programs and projects).

In addition to the consultation strategies, the Review Panel solicited the opinions of key informants, conducted an inter-provincial comparison of preventive programs across Canada through a telephone survey, and met with organizations whose mandate was seen to potentially influence the F.C.S.S. Review's deliberations.

In its formation of recommendations, the Panel relied heavily on the analysis of the briefs, the analysis of questionnaires, and the discussions from the community meetings. These meetings were held in 13 locations across the province (Medicine Hat, Lethbridge, Red Deer, St. Paul, Killam, Calgary, Fort McMurray, Slave Lake, Edson, High Level, Fairview, Nanton and Edmonton).

The consultation strategies were supported by three discussion papers: i) The Mandate of the Family and Community Support Services Program, ii) Funding of Family and Community Support Services, and iii) The Organization and Structure of Family and Community Support Services. These papers were prepared for the Panel by several local F.C.S.S. programs.

The data resulting from the consultation strategies described above, as well as the inter-provincial analysis, are described in detail in Appendix C.

The Ministerial Advisory Panel (see Appendix A-2 for a list of the members) was responsible for the overall management and direction of the Review. The Panel met frequently and ensured that things were done according to the elements and time frame in the work plan.

As part of the review of the F.C.S.S. Program, the Panel explored the changing socio-economic framework within which the F.C.S.S. values and principles were implemented. The Panel also addressed the issue of whether F.C.S.S. was designed for a different era, when our economy and society were structured very differently than is the case today and will be the case tomorrow.

During the course of its review, the Panel communicated regularly with the F.C.S.S. community and interested parties. Update letters describing the process, tasks and time frames were circulated.

CHAPTER 2

PROFILE OF THE ENVIRONMENT

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PROFILE OF THE ENVIRONMENT

The development of the future mandate and operation for the F.C.S.S. Program occurs in a wide context. Consideration must be given to the impact of population characteristics, social trends, resource availability and government priorities, directions and initiatives. This chapter briefly identifies some of the demographic, social, and service related trends that characterize the current and future environment of human services in Alberta. These trends are presented in the belief that, to be effective, F.C.S.S. programs must keep pace with current and emerging social trends and issues. The trends selected are those felt to be most relevant to F.C.S.S. programs, but are not intended to be either an exhaustive or definitive representation. Examples of strategies to address trends are also highlighted for illustrative purposes.

1. POPULATION CHARACTERISTICS

This section presents highlights of key demographic data which should be considered in current and future planning for the F.C.S.S. Program.

A. Aging Population

The population of Alberta is expected to increase gradually--approximately 1 percent a year--until 2026 and then begin a gradual decline. The population in the 15 - 24 age group is already declining, whereas the age 45 and over group is increasing. Although the proportion of children 0 - 14 is expected to decrease from 24 percent in 1986 to 17 percent in 2016, the total number of children 0 - 14 is expected to remain relatively stable.

Currently 8.9 percent of the Alberta population is over 65. The over 65 population will be larger in 1996 than it was in 1986. Seniors will represent 14 percent of

the population by 2016, virtually doubling from 1986. Seniors are also aging, as a group: by 2016, 11 percent of the population will be over 75. As the population ages, it is likely that seniors will be healthier and in a more positive economic situation. Contrary to popular belief, even a considerable increase in immigration will likely not affect the aging of the population. This can only happen if there is a significant increase in the birth rate.

As people live longer (85+), home care and various social programs will be critical. Family members are increasingly called on to care for their older members. Elder care could become as much of a family, community and work place issue as child care is now. Now is the appropriate time to strengthen educational programs, and to begin retirement planning to prepare people in advance for the transitions to their later years.

CHART 1

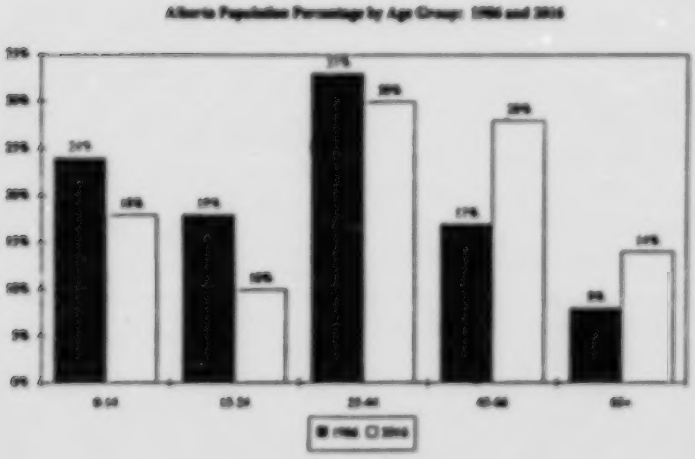
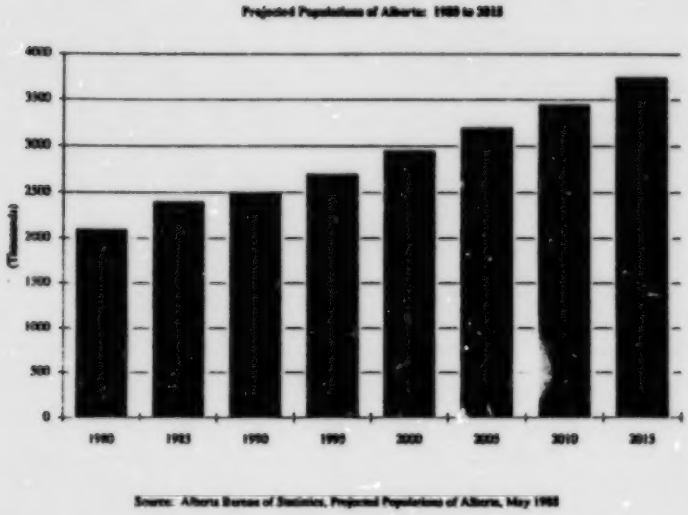


CHART 2



B. Shifts in Culture and Population Mix

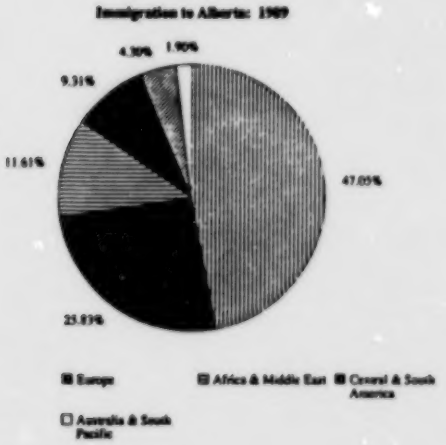
Approximately 2.1 percent of Alberta's population consists of new immigrants. The current rate of immigration is not expected to change dramatically. Currently 47 percent of Alberta's immigrants come from Asia and often do not have well-developed English language skills. It is interesting to note that 86.5% of new immigrants go to Calgary or Edmonton and less than 8% go to rural Alberta.

Increases in immigration point to the need for expanded social programs that deal with Canadian language, culture and integration. Services to facilitate adjustment might focus, for example, on matching of immigrant families with Canadian families; innovative teaching of English as a Second Language (E.S.L.); prevention of family violence, and on provision of day care.

There is need for "bridging initiatives", whereby ethnic and other minority groups can readily access the

service system. Such mechanisms could range from translated information materials to local neighbourhood groups working in partnership with child care programs, to ethnic advisory groups, etc.

CHART 3



Source: Alberta Career Development and Employment, Immigration to Alberta, September 1990

2. SOCIAL TRENDS AND IMPLICATIONS

A. Poverty

According to the Canadian Council on Social Development, approximately 16.8 percent (148,000) of Alberta households were at or below the poverty line in 1986. This involved 103,000 children. At least 10 percent of Alberta's children are in families receiving financial assistance through various programs. Prevention programs that help eliminate the poverty cycle need to be developed. Currently, 64.2% of Alberta's poor reside in centres of 100,000 or more (50% of Alberta's population reside in these centres).

In some respects, the concept of integrating segments of society into the mainstream has yet to be extended to the financially deprived. Children of the poor tend

to be ghettoized, living in their neighbourhoods and schools. Their integration into mainstream society presents some similar problems and public concerns as those faced by disabled and visible minorities.

B. Focus on the Family

Families have undergone dramatic changes in the past half century. To respond appropriately into the future, F.C.S.S. needs to be aware of these changes. Examples are highlighted:

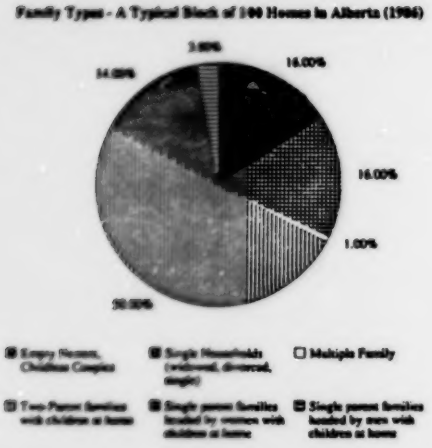
- Increase in blended families.
- Increase in single parents.
- Families are smaller in size.
- A changing cultural mosaic.
- An aging population.
- Social, economic and technological changes.
- Increase in co-habitation.

The family continues to form the foundation of Alberta society and provides stability. However, our family and social lives are clearly very different from what they were in previous generations.

Families are often referred to as society's basic social unit and backbone--the crucible in which the major social issues of our society intersect. The support of Alberta families has become a major concern within the province.

Today's families are characterized by diversity, as seen in the following illustration, and will require a wide range of supports into the future.

CHART 4

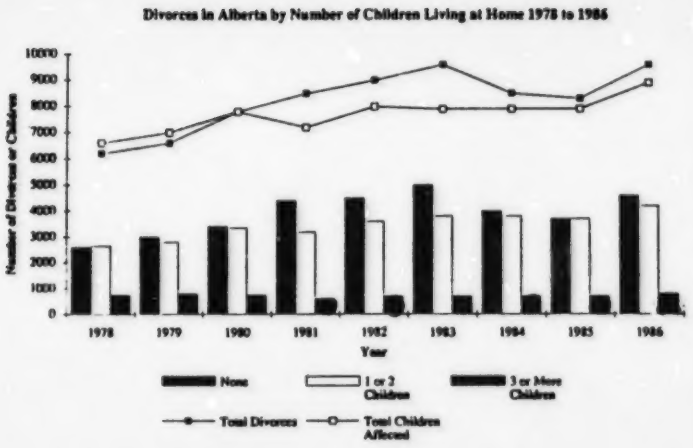

Family Types - A Typical Block of 100 Homes in Alberta (1986)
3.00%
16.00%
14.00%
16.00%
1.00%
50.00%
Empty Homes, Children Grown
Single Households (widowed, divorced, single)
Multiple Family
Two-Parent families with children at home
Single parent families headed by women with children at home
Single parent families headed by men with children at home

C. Increase in Divorce

Statisticians are predicting that 40 percent of new marriages will end in divorce. Currently about 10 percent of the Canadian adults who have ever married have experienced divorce.

In Alberta, which has the highest divorce rate in Canada, there has been a large increase in divorces since 1971. The annual divorce rate for all married couples was under 1.9 percent in 1986. Since 1971 in Alberta, 224,341 more couples have married than have divorced. Interestingly, couples with children living at home have a substantially lower rate of divorce than couples without children. In 1986, 2.6 percent of all married couples without children were divorced while only 1.5 percent of couples with children were divorced. However, the number of children affected is still high--6,000 - 8,000 children annually.

CHART 5



D. Increase in Single Parents

Interestingly, the percentage of single parents has not increased significantly over the past 50 years, although for the period 1961 to 1986 there was an increase from 5.7 percent to 11.5 percent in single parent families, as a percentage of all Alberta families with children. 12.2 percent of Canadian families were headed by a single parent 50 years ago and 12.7 percent in 1986. What has changed are the reasons for lone parenting. Today 70 percent is due to unmarried motherhood, separation and divorce. 50 years ago, 70 percent were widowed.

Depending in part on child care costs, single mothers may choose not to work or to work only part-time. Working part-time as a single mother is a virtual guarantee of poverty.

Approximately half of single mothers live in poverty. Families in poverty are often families at risk of serious problems.

One of the implications of the above is that young single parents often require programs that can help them complete their education. Older single mothers, in particular, may require upgrading and work force re-entry programs.

E. Increasing Need for Child Care and After School Care

As many as 70 percent of all Alberta mothers with children under 16 are in the labour force (1988).

It is clear that accessing and paying for child care is a major issue for families. Also, studies show that the social environment of a child from birth to age 8 has a crucial effect on the child's ability to develop to his/her full potential.

Partnerships with all sectors of society will be required to ensure that young children receive quality care and stimulation. Similarly, cooperative ventures will be needed to address the growing phenomenon of "latch-key" children.

F. Family Violence

An increasingly recognized public issue is family violence--in all its forms, including child abuse, spousal abuse, elder abuse, physical, psychological, emotional and sexual abuse. Dating violence among young people has reached disturbing levels--one in 10 high school students has experienced some form of violence in a dating relationship. Severe, repeated violence occurs in one of 14 marriages and occurs at all levels of the socio-economic scale. Violent crime in general, increased 33 percent from 1984 to 1989.

There is an urgent need for proactive preventive programs. Increased education, social marketing and counselling programs are required to prevent family violence. In addition, collaborative interventions involving many service sectors; such as, F.C.S.S., the police, community agencies and the Department of Family and Social Services are needed.

G. Native Population

Alberta's native population is increasing at twice the rate of that of the Canadian general public. The projected total Aboriginal population for Alberta for 1990 is 123,746 or 5.1% of the overall population.

Approximately 40 percent of Alberta children in substitute care are Native. Poverty, family violence, and alcoholism continue as major concerns. Over 40 percent of the Alberta native population resides in Edmonton and Calgary.

Indian Bands are increasingly assuming responsibility for their own programs, and Metis organizations are forming program delivery partnerships with government.

Partnerships of many kinds need to be developed involving native communities. When native communities are supported in taking a lead role in service development and delivery, sensitivity will be increased as to the types of programs needed and how they are delivered, so as to be culturally appropriate. Various supports also need to be built in, to assist native people in accessing and better utilizing available generic services.

H. Persons with Disabilities

Much of the segregation still faced by persons with disabilities is related to the lack of adaptations made by mainstream systems to accommodate their special requirements.

Notable gains have been made in reducing admissions to large care institutions, even for many of those who are medically fragile. Further partnerships and services are still required to ensure that community living options enable full and satisfying life experiences.

Awareness campaigns directed at the public, at employers, teachers and service personnel of all kinds will be an ongoing requirement.

I. Shift from Rural to Urban Locations

Chart 6 illustrates that the rural-urban proportions of the population have shifted significantly between the period 1966 to 1986.

This shift continues and has had a dramatic impact on the cities' response to service need.

CHART 6

ALBERTA POPULATION

Rural-Urban Comparison

Year	Alberta*	Rural**	Urban
1966	1,463,200	455,796 (31.2%)	1,007,404 (68.0%)
1971	1,627,900	431,620 (26.5%)	1,196,280 (73.5%)
1976	1,838,000	444,551 (24.2%)	1,393,449 (75.8%)
1981	2,237,300	510,179 (22.8%)	1,727,121 (77.2%)
1986	2,375,100	480,065 (20.2%)	1,895,035 (79.8%)

* Source: Statistics Canada (rounded to nearest 100)
** Source: Alberta Agriculture

Definition: Statistics Canada defines rural as lying outside an urban area (or continuously built up area which has a population of 1,000 or more or a population density of 400 or more per square kilometre based on the previous census).

3. PROGRAM AND SERVICE TRENDS

A. Community Empowerment and Voluntarism

There is an increasing recognition among service systems in Alberta that agency-supported community work should result in the community having a greater capacity to help itself, to take ownership of its projects, and to determine its own future.

Since F.C.S.S. is heavily involved with volunteers and how to recruit and assign them, the following volunteer profile data will be of interest.

Albertans are the most active volunteers in the country, according to Statistics Canada's 1987 special survey, with 40 percent (706,000) of Albertans involved through organizations and 48 percent in informal

volunteer work. Thirty-seven percent of Alberta's men and 43 percent of the women are active organizationally, vs. 23 percent and 37 percent nationally.

The largest number of organizational volunteers are in the 20 - 64 age bracket (526,000), followed by seniors 65 and over (121,000) and youth 15 - 19 (59,000). This represents 42 percent, 34 percent and 33 percent of the people in each age bracket, respectively.

The largest number are employed full-time (406,000). Those not in the work force number 176,000 and the unemployed represent 31,000. Participation rates are 40 percent, 36 percent and 32 percent, respectively. Fifty-six (56) percent of organizational volunteers are in the major metropolitan areas, 24 percent in smaller cities and 20 percent in small urban centres.

Albertans who describe themselves as very religious are three times more likely to volunteer.

Half of those who volunteered in organizations indicated that they did so because they were approached from within the organization. Approximately 15 percent approached the organizations. Interestingly, less than half of one percent became involved with an organiration as a result of referral by a volunteer bureau.

At least a third of Alberta's organizational volunteers are involved with education, youth development or leisure, recreation and sports.

Seniors are more likely to be involved with social service or religious groups.

The largest types of involvement in formal volunteering are in fund raising (40%); providing information (38%); organizing/supervising events (37%); being a board member (28%); teaching (26%); or recruiting volunteers (25%). The involvements are greatest in education and youth development (18%); leisure, recreation and sports (17%); religion (16%); social/public benefit (10%); health (9%); social services (9%); and multi-domain (7%).

In the informal volunteering area, most are involved with visiting the sick or elderly (52%); babysitting (50%); shopping or driving (49%); writing letters or solving problems (45%); yard/maintenance work (39%); and housework (cooking, cleaning--32%). The assistance is directed to friends (72%); relatives (58%); seniors (53%); neighbours (47%); youth (42%); co-workers (28%); and the disabled (28%).

B. Self-Esteem, Personal Responsibility and Empowerment

There is a trend towards emphasizing strategies that enhance people's control over their own destinies. Clearly, services exist to meet client needs and those needs and preferences must constitute an integral part of service development. Individuals are being encouraged to assume greater responsibility for their own personal well being. It is generally accepted that people who consider themselves to be making choices are significantly more committed to the outcomes.

There is also a growing awareness of the importance of self-esteem as a key determinant of social well being, personal responsibility and effectiveness. Self-esteem may well be the unifying concept to re-frame our social problem solving; the lack of it is central to most of the personal and social ills plaguing our society. People with healthy self-esteem are not likely to rely on gangs, drugs, and violence as their way of coping. They are

also less likely to experience teen pregnancy, chronic welfare dependency, education failure, etc. *("Toward A State of Self Esteem", California.)*

C. Accountability

There is a strong trend toward increased accountability for human services. The common intent of accountability is to provide the most effective, competent intervention at the least cost, i.e., to improve the management and stewardship of public resources. To be accountable is defined as being responsible, answerable, or liable for something.

In fiscally restrictive environments, it becomes increasingly important for preventive programs, such as F.C.S.S., to be able to demonstrate cost-effectiveness.

4. GOVERNMENT DIRECTIONS AND PRIORITIES

A. Federal Government Spending Restraints

Federal government spending is impacted by the fact that 35 percent of its revenues are now required to finance the public debt. Declining government spending and intervention in the economy is reflected in such recent moves as placing caps on the Canada Assistance Plan and on health expenditures, and in unfulfilled election promises for greatly expanded day care.

There also appears to be a movement towards a potential redesign of social programs, from universality to categorical and specific programs for persons in need.

The Spending Limits Act seeks to limit overall federal government spending increases to a 3 percent maximum, per annum.

The above factors, as well as many others, will impact Alberta government priorities and spending capacities.

B. Alberta Government Initiatives

The Alberta Government's commitment to providing services to the citizens of Alberta is reflected in many recent reports and initiatives. They are briefly highlighted in this section.

i) **Caring and Responsibility: A Statement of Social Policy for Alberta**

In the document, "Caring and Responsibility: A Statement of Social Policy for Alberta", the government's social policy for the 1990's and beyond is outlined. The statement reads:

"The Government of Alberta recognizes that social and economic development are inseparable. It is committed to building on our tradition of caring for each other and ensuring a quality of life in which all Albertans can participate democratically and share fully, on equal terms, the rich cultural, economic and social diversity of their province and in its future development".

"The government will provide the necessary leadership and overall responsibility for provincial social policies and will provide support and resources to create an environment in which Albertans can work together, be self-reliant and take responsibility for their own lives, their families and their communities".

"Government policies and programs will be designed to promote cooperative and independent initiatives of individual Albertans, while at the same time ensuring that those who, for a variety of reasons, must depend on social programs for

support are able to live dignified and meaningful lives".

This statement of social policy recognizes the desire of people to live in a humane, dignified and independent manner. Government initiatives must complement and support the choices and decisions that individuals make. They must also allow Albertans to accept the challenge and responsibility of making those decisions with the greatest possible freedom of choice *(Leading the Way, A Commitment to the Future for Alberta Family and Social Services, August, 1991, Draft Document.)*

ii) Premier's Council in Support of Alberta Families

The Premier's Council in Support of Alberta Families was established in March, 1990 to advise the government on how its policies, programs and services may affect family life in Alberta. Government policies have been developed at different times with different underlying assumptions and may have unintended consequences for families. The role of the Council is to work with all departments of government to address those consequences. The Council works as a catalyst to enhance the effective and efficient use of existing resources in addressing the needs of families. The Council does not deliver any direct programs or services.

The public has a very important role in the public policy process. Any review of the legislation, policies and programs of government must consider public input. As such the Council engages in activities to solicit such input. It is also involved in gathering research and demographic data from a variety of sources in

order to reflect the current reality for families in Alberta.

iii) **Foundation for Family Life and Drug Abuse**

The Foundation for Family Life and Drug Abuse was established to respond to the Government's commitment to deal, as effectively as possible, with the issue of substance abuse and its effect on family life in Alberta. The objectives of the Foundation revolve around identifying new and innovative approaches to the issue of substance abuse and its effect on families. The key objectives as specifically defined in the Act, are:

(a) the development and the evaluation of new educational and public awareness programs on family life and substance abuse;

(b) the development and evaluation of new methods for the treatment of substance abuse;

(c) innovative, basic and applied research projects dealing with the relationship between family life and substance abuse and other innovative studies in the field of substance abuse;

(d) the evaluation of proposed and current programs relating to family life and substance abuse; and

(e) the development of an information base on family life and substance abuse in Alberta.

iv) **Local Development Initiative**

In response to the depopulation of smaller communities, the Minister's Council on Local Development (Department of Municipal Affairs) recently undertook an initiative between Alberta's

communities, its people and the provincial government as a starting point for a partnership in revitalization.

The Local Development Initiative Report identified that communities in Alberta were in transition due to global changes, resource dependence, the decline of farming population and new social demands.

The report also presented a strategic approach and a coordinated strategy for local development as well as principles to stimulate local development.

This initiative is an important component to consider in the future shaping of the F.C.S.S. Program.

CHAPTER 3

ISSUES AND RECOMMENDATIONS

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Chapter One detailed the various consultation strategies used by the Review Panel to solicit views, facts and suggestions. From the start of the Review, the Panel decided to invest several months in hearing from people involved with F.C.S.S. through a variety of ways. The Panel heard from approximately 1,000 people at the community sessions, received 183 briefs and 513 questionnaires. The Panel relied heavily on what they heard through the consultation strategies in the analysis and resulting recommendations. Appendix C-1, C-2, and C-3 provides a detailed description of the analysis and commentary contributed through the consultation strategies. This investment clearly paid off with excellent contributions.

This chapter highlights the input received in the analysis pertaining to each of the areas of inquiry.

1. MANDATE

The Review Panel, through its extensive consultations and its own deliberations, explored the question: What business should F.C.S.S. be in as we move into the future?

This question was reviewed, with consideration of the broad context within which F.C.S.S. currently operates, and in recognition of the future social trends to which F.C.S.S. must respond.

As social priorities continue to emerge and change, there is pressure on F.C.S.S. to expand its services and responses. At the same time, government, at all levels, is concerned about the need to manage as efficiently and effectively as possible within current fiscal resources.

"I feel strongly about F.C.S.S. as a very innovative program with the ability to show leadership into the 90's. We should increase its profile and show the way of prevention, voluntarism and community development."

* **Note:** Throughout the report, quotes gathered from focus groups, community dialogues and briefs have been used to illustrate points in the report and to provide a flavor of local discussion.

The mandate put forward by the Review Panel is based on the belief that the community is the grass roots of the system, responding to social needs. It is at the community level that needs are first recognized and innovative strategies are first initiated. Therefore, the mandate of F.C.S.S. must first and foremost have a community focus.

A growing concern in the overall service delivery system is the need for improved coordination, focusing on both services within the social sector and on other related systems; i.e., health, education, recreation and other preventive initiatives.

Demands on the overall system are greater and more complex than ever before. Few issues fall within the exclusive purview of any one jurisdiction. Often a response from a variety of agencies, Departments and organizations is required. Therefore, consultation, coordination and collaboration all need to be part of the future mandate of F.C.S.S.

"The community has choices and needs to decide collectively. We need to minimize 'we' and 'they'."

The service issues and needs vary from one community to the next. Each local area develops a community development strategy and an array of services that will meet the needs of people living there. This factor suggests that local decision-making continues to be part of the mandate of F.C.S.S.

Further, the thrust toward prevention by many recent government initiatives supports the premise that preventive/promotive interventions are seen to influence positively the well being of the individual, family and community. Prevention, therefore, is viewed as an integral element of the mandate.

It is the Panel's belief that we must work toward improving the human condition and, as its ideal, F.C.S.S. should work towards creating a greater degree of independence and on lessening the need for services.

"F.C.S.S. has gone a long way towards restoring our community spirit."

RECOMMENDATION 1:

The Review Panel recommends that the fundamental mandate of F.C.S.S. be reaffirmed, promoted and strengthened as we move into the future, with the elements of partnership, prevention, local autonomy, voluntarism and community-based solutions. The mandate is based on the premise that F.C.S.S. should develop and support the ability and commitment of the individual, family and community to make decisions that will improve the quality of family and individual life within the community.

"The Government is to be congratulated on the concept that forms the basis of F.C.S.S. By encouraging local authority and participation, it is felt that the needs of people are better realized and enhanced."

RECOMMENDATION 2:

The Review Panel recommends the adoption of the following statement of operating principles by all F.C.S.S. programs. These principles originated from the contributions made to the Panel during the review process and from various government documents and statements.

a) Strengthens the individual's sense of worth, self-esteem and ability to take responsibility for personal decisions and thereby lessen the need for intervention.

b) Creates opportunities for individuals to help others to help themselves.

c) Builds on the strong tradition of voluntarism.

d) Ensures that decisions are made at the individual, family and community level.

e) Enables communities to identify and undertake activities that will allow them to develop to their full potential.

f) Promotes efficient and effective use of resources.

g) Recognizes the inter-dependency of, and encourages partnerships with governments, provincial departments, local authorities and agencies in anticipation of, and in response to, social needs.

h) Emphasizes community development as a crucial process in the delivery of services.

i) Promotes citizen participation in planning, delivery and the governance of programs.

j) Responds proactively to emerging social needs and cultural diversity.

k) Encourages innovative approaches to community needs which, by their nature, may involve risk.

A. Prevention

The most critical aspect of the mandate of the F.C.S.S. program, as analyzed throughout the course of the review, was prevention. The results of the consultation strategies called for both a renewed focus on prevention, as part of the mandate, and a clearer program definition and direction.

"Prevention definition needs some clarity, but should allow freedom to take some risks."

After considering Alberta's 25 years of experience with prevention in social services, it is clear that the concept of prevention is complex. The Review Panel heard, through its various consultation strategies, that the term prevention is ambiguous and subject to varying interpretations.

Literature on prevention tends to view prevention as an intervention: it breaks an assumed causal chain and forestalls an unwanted event from occurring. The goal of preventive interventions usually is to increase self-reliance. A self-reliant individual is one who takes responsibility for all aspects of her or his life, insofar

as he/she is able, and who asks for assistance in fulfilling needs beyond his/her capabilities.

In reviewing F.C.S.S. prevention initiatives over the years, it is clear that what works for one individual, family or community will not necessarily prevent problems for another individual, family or community. The preventive element in each initiative will likely vary, according to the situation and circumstances of the subject of the intervention.

"The prevention definition needs to be broad enough. Prevention has many different meanings."

The Review Panel concluded that the main tools and strategies of promotive and preventive helping of individuals and communities involves both the educative component and a modification of the social environment. The Panel noted the similarities between practice in Alberta and the aspects of prevention as articulated by Martin Bloom.

- It should be proactive. Initiatives should take place before problems occur or deepen and have a long-range planning perspective.

- It should be generic and more broadly focused than the prevention or remediation of specific problems. The promotive/preventive activities should be designed to increase competency and alter environments to meet people's needs.

- It should be developmental. The promotive/ preventive activities should build toward the development of basic human competencies, such as interpersonal skills, and confidence in the individual's ability to solve problems.

- It should be relevant and interactive. The activities which are designed should be seen by the participants of F.C.S.S. projects to be relevant. Participants should gain a sense of owning the activities which will motivate them to learn new skills and integrate new ideas.

- It should be collaborative, so that the promotive/preventive activities work within a network of interacting social organizations, in order to achieve both the most effective impact and the most cost-efficient approaches. This must also recognize, however, the need to conserve limited resources.

"F.C.S.S.' effectiveness is as a process... uses resources to pull the group together -- community development".

- It should be a problem solving process which is a continuing effort, rather than the completed effort. This is distinctive of prevention in response to social and human concerns.

The Panel concluded that a concise definition of what constitutes a preventive social service which is eligible for funding within the F.C.S.S. mandate, is difficult to achieve. In fact, some cultures, such as the native culture, do not have a direct translation for the word prevention.

There were different views expressed among the local F.C.S.S. programs as to what constitutes an eligible program for funding, particularly for programs such as family school liaison, teen counselling and crisis lines. As an illustration of this point, some of the local F.C.S.S. programs who were providing counselling services argued that counselling services were a legitimate expression of the F.C.S.S. mandate. Other communities argued that counselling was not a preventive service, but an essential service that would support the well-being of individuals and families and avert a more serious breakdown. On this matter, the Review Panel concluded that the local F.C.S.S.

program must decide for itself, in response to local needs and eligibility criteria whether or not counselling was an appropriate service fit, within the overall mandate of F.C.S.S.

In order to be responsive to community needs, the levels of intervention vary and will continue to do so in the future. Preventive/promotive interventions, within the context of F.C.S.S., impact a broad range of systems, including: community, organizations, economic development, health, education, recreation and social planning. However, a definition of, and criteria for, identifying prevention was determined by the Panel to be necessary, to support F.C.S.S. in continuing to fulfil its preventive/promotive mandate.

RECOMMENDATION 3:

The Review Panel recommends that the following definition of prevention be adopted by all F.C.S.S. programs. It further recommends that F.C.S.S. programs develop project eligibility criteria in line with this definition.

Prevention is the enhancement of social well being through promotion and intervention strategies at the earliest opportunity. The following aspects of preventive activities serve to illustrate the intent of the definition:

- **Prepare communities, individuals and families to deal effectively with future challenges associated with an ever-changing and developing society;**
- **Help people to become less dependent on treatment and less vulnerable to crisis;**
- **Develop awareness of social needs;**

"F.C.S.S. has tremendous creativity, but this has resulted in different responses to prevention."

- **Develop interpersonal and group skills which enhance constructive relationships between people;**

- **Assist people and communities to assume responsibility for decisions and actions directly affecting them;**

- **Provide primarily short term supportive services which are not otherwise available in the community; and**

- **Provide support which clearly keeps people out of long term rehabilitation programs and institutions.**

This recommendation responds to both the call for definition and direction and the need to ensure that F.C.S.S. does not attempt to "be all things to all people."

B. Local Decision-Making

The day to day meeting of social needs, within the context of local needs, is carried out by the local F.C.S.S. programs. This level is currently accountable for the efficiency and effectiveness of the local F.C.S.S. system and for the determination and funding of services and activities to meet local social needs. A community, i.e., local authority is viewed by the Panel to be in the best position to determine the needs of its residents into the future. The local level is seen to be concerned and able to respond and advocate to assure the welfare of all of its residents.

"Local decision making is important. It is a privilege to have the decision making process."

The Panel's analysis, which built on the input of the various consultation strategies, reaffirmed the benefits and relevance of the tenet of local autonomy.

RECOMMENDATION 4:

The Review Panel recommends that the principle and spirit of local autonomy be reaffirmed as a relevant and effective pillar of the F.C.S.S. program into the future.

"Local decision-making makes us accountable to the right people -- local council and residents."

C. Voluntarism

Albertans have a strong tradition of voluntarism and contribute well to those in need of help and support. Volunteers and the voluntary sector provide the vehicle for the involvement of people, individually and in groups, to help people to help themselves and to actively participate in the determination of responses and activities. The Review Panel concluded that voluntarism allows people to learn and develop as individuals, and to contribute to the quality of life within their community.

The Review Panel heard that:

- Voluntarism is overwhelmingly reaffirmed as relevant into the future.
- Volunteers should not be called upon to perform or duplicate professional services.
- Recruitment and the availability of volunteers must be addressed to ensure continued access to this excellent resource.
- Volunteers require recognition and rewards in support of their excellent contributions.
- Volunteers should be involved in the management, delivery and development of services and activities.

"Voluntarism is pivotal to F.C.S.S. - we would be nothing without volunteers."

- Volunteers require training and the opportunity to contribute to work in keeping with their skills, abilities and interests.

RECOMMENDATION 5:

The Review Panel recommends that voluntarism be preserved and encouraged, as an essential pillar of F.C.S.S..

Further, the Panel encourages all F.C.S.S. local programs to strengthen strategies for:

- **Encouraging people to volunteer;**
- **Training volunteers and matching their interests and skills to the services required;**
- **Recognizing, promoting and supporting volunteers; and**
- **Incorporating volunteers in all aspects of F.C.S.S., from planning to delivery.**

It should be noted that this recommendation addresses the issue of volunteers who contribute time, energy and skills to the agencies/projects funded by local F.C.S.S. programs. This recommendation does not address the volunteer sector, as such. With respect to that larger issue, the Review Panel received a submission from the United Way. Although the Review Panel did not, as part of its Terms of Reference, formally address the larger volunteer sector, it is supportive in principle of the following initiatives:

"Volunteers aren't free labour, we need to acknowledge that, and put dollars into volunteer involvement."

- The exploration of a realistic, strategic action plan for the future of Alberta's volunteer movement.

  This exploration would examine the unique contribution of this sector and would review how

to best assist the sector to accept a greater burden, support its volunteers and reinforce and clarify the respective roles of this sector and various levels of government.

- F.C.S.S., the United Way, the Wild Rose Foundation, and other representatives of the voluntary sector should formalize an annual process to enhance the ability of the voluntary sector to carry out its roles effectively and to share funding, service and planning concepts. This should occur at the provincial and local levels.

  Roles and relationships must not be allowed to remain in their present static state, but must become dynamic and responsive to changing circumstances. An ongoing mechanism to ensure this new reality must be established.

D. Target Groups and Service Priorities

Chapter two described the broad context within which F.C.S.S. currently operates and presented an overview of social trends. This information is seen as pertinent in the determination of target groups and service priorities for F.C.S.S. as we move into the future.

"F.C.S.S. is ageless and timeless. It can change with the needs of society and it fosters cooperation among agencies and municipalities."

The shifting economic conditions, emerging social priorities, changing government responsibilities and new attitudes towards human services all impact the mandate of F.C.S.S. F.C.S.S. must have the ability to adjust to these new demands and to new directions.

The Review Panel concluded that the population trends in Alberta have particular relevance for F.C.S.S.. Specifically, the proportion of elderly people and children in the population, the composition of families, and the diversity of the population all affect the demands on and the future direction of F.C.S.S.

Currently, F.C.S.S. responds to the diverse needs of its particular community and target groups with services ranging from parent support, youth groups, and counselling, to services for seniors.

In keeping with the previous recommendation on local responsiveness and decision making, the Panel concluded that the determination of service priorities, in response to the needs of particular target groups, must be addressed by local F.C.S.S. programs. F.C.S.S. will continue to be shaped by the changes in our society.

RECOMMENDATION 6:

The Review Panel recommends that, all F.C.S.S. programs be encouraged to respond more proactively to demographic, social and economic trends.

E. Citizen Participation

The participation of agency volunteers, and citizens at large, in the overall operation of local F.C.S.S. programs was demonstrated to the Review Panel through the various consultation strategies. The degree and nature of citizen participation varied across the province.

"F.C.S.S. focuses on developing citizenship -- people playing a role in their own community."

Based on its deliberations, the Review Panel holds the belief that F.C.S.S. local programs must achieve the true ability to respond to people's needs and preferences, through the meaningful participation of citizens. The purpose of citizen participation is to ensure that local circumstances and local needs are meaningfully considered in the planning, development and provision of services.

RECOMMENDATION 7:

The Review Panel recommends that, all local F.C.S.S. programs should promote, encourage and facilitate citizen participation in the planning, delivery and governance of programs.

F. Community Planning and Collaboration

The Review Panel heard that F.C.S.S. is an integral component of the social services network in the community. Although the array of services differs from community to community, there is an expressed need for planning to bring more cohesiveness and coordination to the overall support system at the local level.

"The shift toward community based collaboration is necessary. Strong collaboration is a key to our future - getting the most important things done with the limited resources available."

The requirement for effective and efficient use of resources underlies the call for community-based planning. Many communities have planning groups or initiatives involving school boards, hospitals, health units and voluntary organizations, such as, United Way and the Salvation Army. However, there does not appear to be a consistent recognizable process across the province for planning service priorities, nor for broad inter-related human service planning at the community level. It is the belief of the Review Panel that a cooperative, collaborative approach to community-based planning would result in the best use of resources.

The Review Panel heard that, as various government services (e.g., Community Mental Health Services, Child Welfare and A.A.D.A.C.) limit resources, local F.C.S.S. programs are challenged to respond to the community needs, often without the required resources. This "dumping" is an additional complicating factor that needs to be considered in the future development of a community service plan.

"F.C.S.S. is in the best position to assist the process of cooperation and coordination."

In accordance with Regulations, the F.C.S.S. program is expected to provide for the development of services, on the basis of clearly identified social needs and effective planning. As well, it is expected to encourage cooperation and coordination with allied service agencies that are operating within the municipality.

A strong message of support for a more structured and coordinated approach to planning human services at the community level, emerged from the Review Panel's consultations.

RECOMMENDATION 8:

The Review Panel recommends that:

a) **All local F.C.S.S. programs should initiate and/or strengthen formal planning and coordination links with related organizations and agencies, e.g., health units, school boards, social planning organizations, and the United Way. Further, the local planning process should be a collaborative one, involving governments, the voluntary sector, users of the service and citizens.**

b) **The planning for social services should be clearly linked with the planning for community health services.**

"F.C.S.S. has a responsibility to be in constant communication and to keep a pulse on what's happening."

G. Relationship to Prevention Mandates in Mental Health, Home Care Services and Out-of-School Care

F.C.S.S., within most communities, works closely with Community Mental Health Services and the Home Care Program operated under the auspices of the Health Units.

In the course of the review, some municipalities expressed concern regarding perceived downloading of service responsibility by the federal to the provincial level and, in turn, by the provincial to the municipal level. These municipalities argued for a clear delineation of responsibilities for social and health services.

"Role and relationship as to who has authority needs clarification."

The Panel views the concerns expressed regarding mental health, home care and out-of-school care as a reflection of the more fundamental need to delineate responsibility. In particular, the Panel sees a need to delineate responsibility for the management and delivery of services as well as to determine funding sources to sustain these services into the future.

RECOMMENDATION 9:

The Review Panel recommends that the provincial level determine mandate, resources and management of the social/health programs which impact the business and delivery of F.C.S.S. This should occur in consultation with municipalities and other appropriate bodies.

i) **Mental Health**

The Review Panel heard that in some communities Community Mental Health Services, offered through Alberta Health, were not available at all, or that services had been greatly reduced. This left F.C.S.S. as the sole community agent responding to the emotional and mental health needs of the community, through general counselling services and specific individual interventions.

The Community Mental Health branch seeks to ensure an environment that empowers communities to promote, to preserve and to restore the mental health of Albertans. Throughout the province, there are 56 permanent mental health clinics and 45 satellite/travelling clinics. The clinics provide consultation, counselling and treatment. There are six regional offices that provide the direction for the clinics. All Albertans are eligible to access the services provided by the Community Mental Health Branch, but the demand for services far exceeds the supply. This results in services being allocated on the basis of the relative severity of the client's problem. The Branch works in partnership with consumer associations, professional associations, non-profit health care agencies, private practitioners, hospitals, educational institutions and other government departments in the provision of mental health services.

"We need F.C.S.S. as partners in the rural community for mental health. Where partners in rural areas work together, we make the best use of limited resources."

One of the Branch's functions is to assist communities in developing a continuum of services that are responsive to local mental health needs. Like F.C.S.S., Community Mental Health is committed to what it terms the empowerment of the community; i.e., the support of the autonomy, authority, and self-determination of communities and individuals. It is also committed to the delivery of high quality mental health services in a cost-effective manner.

RECOMMENDATION 10:

The Review Panel recommends that Alberta Health's Community Mental Health Services Branch, in collaboration with the F.C.S.S. Unit, should develop overall service guidelines for use by local F.C.S.S. programs and regional

offices. Further, the Panel, in strong support of local autonomy, encourages regional offices to work directly and proactively with local F.C.S.S. programs to meet mental health needs of all Alberta communities.

ii) Home Care

The F.C.S.S. Unit, in Family and Social Services, estimates that approximately 20 percent of the F.C.S.S. budget is spent on Home Care/Home Support Services. Based on 1990/91 provincial budget estimates, this translated to an annual expenditure of roughly $8.1 million dollars. With the aging of the population, the provision of Home Care/Home Support services will continue to be a critical service component in the future.

"The issue of Home Care and Home Support has caused grief. There is a sense of frustration about relationships, what are we in the business of doing."

There are two major initiatives to support people in their own homes: i) the Provincial Coordinated Home Care Program, administered by local Health Units and ii) the various agencies under F.C.S.S. auspices that provide home support services such as homemaking, meals on wheels, home handyman, shopping and similar aides to people in their own homes.

The Coordinated Home Care Program, offered by Health Units, has a medical entry point. Seniors or persons with disabilities or persons discharged from hospitals or also requiring assistance in their own homes must need and use nursing, physiotherapy or other forms of health care to be eligible for services. However, home support services may also be provided if needed by home care clients. Generally, home care programs purchase social supports from the F.C.S.S. funded programs.

The range of home support services funded by F.C.S.S. (as well as contracted to home care clients) have a purpose matching that of the Coordinated Home Care. This purpose is to maintain the independence of seniors and persons with disabilities in their own homes or to assist families in crisis. In that Albertans access social support services independently (through F.C.S.S. auspices) and also through the Coordinated Home Care Program (administered by Health Units) there is a lack of clarity as to appropriate means to deliver these services.

Both Home Care and Home Support Services prolong the independence of seniors and assist them to remain in their homes for as long as possible.

According to a survey conducted by the Family and Community Support Services Association, in late 1989, there is no typical service pattern, across the province, for this service component. As well, the proportion of F.C.S.S. dollars allocated to Home Care/Home Support varies across the province. The Review Panel heard similar views to these expressed through the various consultation strategies. The Review Panel also identified that:

"Some services provided by F.C.S.S. could more logically be provided by Health Units and vice versa."

- Both Health Units and F.C.S.S. local programs provide preventive services, which suggests the need for stronger collaboration between the two systems.

- There is a potential duplication of services provided by Health Units and F.C.S.S.

- There is a question as to whether all home support services provided by F.C.S.S. should

become the responsibility of the Alberta Home Care Program provided by Health Units.

- A social support program is useful for either precluding or delaying the need for health care.

- Neither the "medical" model nor the "social" model is exclusively meeting the needs, but rather an "integrated" service model is desirable.

- A common fee structure for Home Support and Home Care services is desirable.

- In some communities, the relationship between the local F.C.S.S. program and the Health Unit is problematic and contributes directly to poor inter-agency collaboration and service coordination.

- Increased support for Home Care and Home Support Services will likely be required, with the continued and future aging of the population and the trend toward deinstitutionalization.

RECOMMENDATION 11:

The Review Panel recommends that in view of the complexity of the issue and the critical nature of support services to Albertans, that Alberta Health, in collaboration with Family and Social Services, other key players, and municipal authorities, initiate a thorough review of Home Care and Home Support Services.

This Review should address but not be restricted to:

"The relationship between Home Care and F.C.S.S. needs to be clarified."

- **The advisability and feasibility of either transferring responsibility for Home Support Services from the auspices of F.C.S.S. to Alberta Health's Home Care Program or establishing a special mechanism to provide Home Support under the auspices of local F.C.S.S. programs; and**

- **The principles of local autonomy and decision-making.**

iii) **Out-of-School Care**

The issues addressed by the Inter-Municipal Task Force on Out-of-School Care, December, 1985, have reappeared within the context of this review, and in particular, from the urban F.C.S.S. programs. Specifically, the Review Panel heard that:

- There is a rising demand for Out-of-School Care services, which is placing increased pressure on F.C.S.S. dollars to the detriment of funding other required preventive services.

"40% of Provincial F.C.S.S. dollars in our community are going for Out-of-School Care which means that other types of projects cannot be funded."

- There are no adequate provincial standards for this service.

- School boards and their schools should be more involved in making space and resources available to support Out-of-School Care programs.

- The split jurisdiction between the province's licensing authority (in accordance with the Social Care Facilities Licensing Act), the municipal funding of programs, family subsidies, and the setting of program and

service standards, leads to administrative inefficiencies and user confusion.

- Alberta is the only province which separates child care (for children aged 0 - 6 years) from Out-of-School Care (for children aged 6 - 12 years) and assigns responsibility to the provincial and municipal jurisdictions, respectively.

The issue of Out-of-School Care was addressed infrequently by respondents during the course of the review. However, it is definitely a serious issue for the larger urban areas. These cities attempt to respond to the increased demand for Out-of-School Care at the same time as they are trying to respond to other increasing, emerging social needs.

RECOMMENDATION 12:

The Review Panel recommends that the province seriously reconsider the Inter-Municipal Task Force Report on Out-of-School Care and, in particular, that, "the province, in consultation with municipalities, be requested to establish a separate funding "element" for Out-of-School Care, with the basic F.C.S.S. philosophy, guidelines and administration, under the 80% - 20% formula, but which would be open-ended and drawn on by municipalities, depending on the needs being experienced within the local jurisdiction."

"Clarification of who should have Out-of-School Care is required."

The Review Panel recommends that the Minister of Education explore ways in which local school boards could be encouraged to support Out-of-School Care in schools, by providing space and other resources.

iv) Other Service Relationships

The Review Panel heard that there was a consistent lack of support for the establishment of both the Premier's Council in Support of Alberta Families and the Foundation for Family Life and Substance Abuse. This was due to the perceived duplication of the mandates of existing organizations and to the view that the dollars to support these new initiatives should have been invested in existing structures, i.e., F.C.S.S. and A.A.D.A.C.

The Review Panel is of the opinion that F.C.S.S. will be strengthened in its role, through ongoing working relationships with these new structures, since all three structures were established to strengthen and support Alberta's families and communities.

RECOMMENDATION 13:

The Review Panel recommends that the Premier's Council in Support of Alberta Families and the Foundation for Family Life and Substance Abuse be encouraged to work with and to strengthen F.C.S.S. as the core community strategy working toward overall community well-being.

"Coordination has to start at the Provincial level -- it is less of a problem at the local level."

v) Profile of the F.C.S.S. Program

The lack of profile for the F.C.S.S. program, provincially and locally, was raised as a major concern consistently throughout the review process. This lack of profile was seen to have contributed to inadequate funding over the years. F.C.S.S. is viewed as an innovative and effective service model, yet other provincial initiatives have been supported rather than investing in a proven

"I am not familiar with F.C.S.S. as a consumer, volunteer and agency chairperson -- it is not known by the average person."

program. This lack of investment in F.C.S.S. was seen by many as resulting from a poor profile. Respondents often linked the frequent organizational movements of the provincial F.C.S.S. Unit to the issue of lack of profile. Respondents expressed that the frequent moves have led to a poor understanding of F.C.S.S. and its impact by senior levels of government as well as in a lack of commitment. There was varied opinion as to whether this lack of profile ultimately impacted the effectiveness of the F.C.S.S. program.

RECOMMENDATION 14:

The Review Panel recommends that:

a) **The F.C.S.S. Unit disseminate province-wide information to raise the F.C.S.S. profile.**

b) **Local F.C.S.S. programs implement public awareness campaigns.**

c) **The provincial F.C.S.S. Unit proactively network and market F.C.S.S. within the Alberta Government.**

"We believe that F.C.S.S. is important and should put some value and resources into profile."

2. ORGANIZATION, OPERATION AND ACCOUNTABILITY OF F.C.S.S.

The Terms of Reference requested that the Review Panel analyze and formulate recommendations to determine the preferred organization and operation, so that the efficiency and effectiveness of F.C.S.S. could be assured, into the future.

F.C.S.S. is currently a good example of where the provincial government has delegated decision-making to the community, and with it, authority and control. The planning, development, implementation and evaluation of programs is entirely the responsibility of the local authority. The municipal authority has entered the cost-sharing partnership with the province in order to provide preventive services for its residents.

"I appreciate the parameters, but there is enough leeway given to provide what we need."

This section of the report will address the roles and responsibilities of the two levels of government; discuss the relationships with the related service systems, such as health and education; and present recommendations to reflect the need for future evaluation and accountability.

A. Roles and Responsibilities of Partners

The Review Panel, in addressing the management of the overall F.C.S.S. program, reinforced the need for a good working relationship between the provincial level and the local authorities, and the need for a clearer articulation of roles and responsibilities.

From its inception, F.C.S.S. has been managed within a partnership concept. The responsibilities of the municipal partner include:

- A local decision to participate.
- A determination of the structure (whether to participate alone or with a neighbouring jurisdiction, and the role of local boards).
- A determination of administration.
- A guarantee of 20 percent of the net cost from the community.

- A promise to provide financial and program information to the province.

The responsibilities of the province are:

- To be a budget planner for the Province, allocating the per capita grants.

- To provide consulting services and resources to municipalities and local programs, upon request.

- To ensure that the municipal level adheres to the financial and program requirements and to the overall F.C.S.S. legislation.

It is the Review Panel's analysis that the existing articulation of roles and responsibilities does not reflect a planning focus. A collaborative, cooperative thrust, and a perceived responsibility for an overall future vision of F.C.S.S. is also missing.

It is the Panel's conclusion that, in a well-managed system, services and strategies are planned; links exist between related services (both with F.C.S.S. type services and with other service systems); services and strategies are flexible and responsive to the diverse and changing needs and local circumstances; and there is a continual evaluation of performance, in order to capitalize on strengths and correct weaknesses.

RECOMMENDATION 15:

The Review Panel recommends:

a) That the current roles and responsibilities of the province and the local authorities be maintained and enhanced to reflect a collaborative planning focus.

"I am not suggesting any difference in role, but would like the system to allow for better planning."

b) That the F.C.S.S. Unit prepare a description of roles and responsibilities for circulation at the local level.

B. Role of the F.C.S.S. Consultant

Since the inception of the program in 1966, a consulting service has been available to communities. It has been viewed as one of the core elements of the partnership that exists between the province and participating local governments. Within the former Preventive Social Services Program (P.S.S.), the role of the consultant consisted of active involvement and facilitation with each municipal program. Inasmuch as specific local projects required Ministerial approval before funds could be allocated, the duties of the consultants also involved an analysis of each proposal and a preparation of a recommendation for consideration by the Department and the Minister.

"Consultants from the Provincial F.C.S.S. Program are absolutely invaluable in smaller and rural communities."

The consulting functions also included assisting with local objective statements, priority setting sessions, orienting new boards and staff to prevention and community development. Accessing information and material for use by local programs, staff development activities, providing programming expertise when required, and participating in province-wide developmental workshops are also part of the F.C.S.S. consulting function.

Very clearly, the role was one of facilitation and advocacy on behalf of the community, but it also included some aspects of "policing", designed to protect the integrity of the program and the prevention process.

In 1981, the consulting service consisted of ten positions (located in various communities throughout the province), interacting with 58 municipal P.S.S. Programs. As well, central support for the consulting

staff included two positions (Information Officer and Research Officer). Each individual consultant worked with approximately six municipal programs.

With the establishment of Family and Community Support Services (F.C.S.S.), prior approval of projects was removed from the role of the province, in favour of providing for the increased autonomy of the local governments.

"Role of F.C.S.S. consulting services is seen to be generalist - needs to be research, consulting and expert information."

In essence, the provincial program retained a responsibility for "policing", but the function was effectively separated from the consulting positions. As a result, the consulting service became solely one of responding to the requests of local programs.

Since 1986, there have been six consultant positions available to the program. As a back up function to the Director, one half of one consulting position is utilized by the central program office. Currently, there are 146 municipal F.C.S.S. programs being funded by the province. Each consultant is responsible to respond to the needs of some 26 municipal programs. The one person offices are located in Edmonton, Calgary, Lethbridge, Camrose, Peace River and Edson. The Panel concluded that the current practice of one person offices compared to multi-person offices on a geographical basis contributes to isolation and limits the opportunities for administrative efficiency.

The need to access the consultation service is perceived to vary between the larger urban centres and the smaller rural areas, possibly because of the availability of a wider range of skilled facilitators in communities with a larger population.

In actual practice, usage tends to be equal, and the urban centres utilize the consulting service more as an information resource, rather than as a general management consultant.

The F.C.S.S. Unit Consultants view consultation as:

- A focus on process rather than on product. The consultant assists with issues such as how to plan effectively (rather than what the plan itself is). The focus on process encourages others to develop their product. Consultation is viewed primarily as a generalist approach.

"Proactive consultants come on a regular basis to provide guidance, not to be directive. Local F.C.S.S. programs need facilitation and a helping role."

- Facilitative. Consultation provides assistance to local boards, staff and councils to address, review, plan, direct, manage or become leaders in some aspect of their program.

- Response directed. Consultation takes place following a request from the local F.C.S.S. community.

- Operating in a highly political environment.

- Developmental. The focus is to develop skills and insights that assist others to address and deal competently with their issues. F.C.S.S. consultants are employed by the provincial government, and available at no cost to F.C.S.S. programs. The level of consultation involvement with a community varies over time and is related to particular issues.

The Review Panel heard overwhelming support for the existing consulting function, as well as for an increase in their numbers and an enhancement of the services provided. There was a general consensus that:

"It is essential to have an adequately staffed consulting unit to ensure the basic philosophy of F.C.S.S. is developed."

- F.C.S.S. Unit should provide more specialized expertise in conducting research, (e.g., needs assessment techniques, social trend analysis and service projections).

- F.C.S.S. Consultants should operate in a more proactive, rather than reactive, manner.

- F.C.S.S. Consultants/Unit should package the information submitted by F.C.S.S. programs into useful tools for future service planning and information exchange across F.C.S.S. programs.

RECOMMENDATION 16:

The Review Panel recommends that:

a) **The function of the F.C.S.S. Unit should include research, service planning and evaluation expertise.**

"Can no longer count on 'If it feels good, it must be good' - we need to research and measure carefully."

b) **The province should increase the number of F.C.S.S. consultants. The province should establish a rationale to determine the number of additional consultants required based on factors, such as, a standard which would account for travel distance, length of time a community has been in the program, community size and population, availability of resources within the community and access to experienced staff in nearby programs.**

c) **The Department of Family and Social Services be encouraged to establish multi-person offices on a geographical basis.**

C. Location of Provincial F.C.S.S. Unit

In the last decade, the reporting relationship of the F.C.S.S. provincial office was frequently altered as part of the overall government restructuring of Departments.

The history of this restructuring includes:

- In 1982, ten consultant positions were transferred from the Community Health Division of the former Department of Social Services and Community Health, into six regional Social Services offices (reporting to Regional Directors). The Director of F.C.S.S. remained in the Community Health Division, with policy and administrative functions reporting to one Deputy Minister, and consulting services (located in the field) reporting to another Deputy Minister, within the same Department.

"Where F.C.S.S. sits and how it is moved between Departments leaves it lost. Government needs to look at where F.C.S.S. belongs and that it have a higher priority in Government."

- In 1986, the former Department of Community and Occupational Health was established; at this time both the F.C.S.S. corporate unit and the six Regional F.C.S.S. consultants (reduced from ten), plus one administrative support employee, were transferred to this new department. The consultants were assigned to offices geographically located throughout the province, in order to access the maximum number of municipalities participating in F.C.S.S.

- In 1988, F.C.S.S. joined the new Department of Health.

- In April of 1989, the Premier announced that the Department of Social Services was to be renamed Family and Social Services, with F.C.S.S. becoming a part of this department.

The perceived implications of these reporting shifts were frequently addressed and included:

"Consistency of structure would be beneficial."

- Lack of commitment by the provincial government to preventive initiatives sponsored by F.C.S.S.;

- Low profile; and

- A need for F.C.S.S. to be a separate entity, such as the A.A.D.A.C. or the Northern Alberta Development Council.

Notwithstanding the concerns raised through the various consultation strategies, there was general agreement that the changes in the reporting relationship have not negatively impacted the effectiveness of F.C.S.S.

The Panel heard and discussed several organizational alternatives to create a higher profile for F.C.S.S. These alternatives included:

- Establish an external arms-length organization managed by a Board of Directors.

- Privatize the functions performed by the F.C.S.S. Unit to a non-profit community agency or agencies.

- Report through an M.L.A. and a Board.

- Merge the Premier's Council in Support of Alberta Families with the F.C.S.S. Unit reporting through an M.L.A. and a Board.

- Maintain the status quo.

RECOMMENDATION 17:

The Review Panel recommends that:

a) In the short term and in the interest of continuity the F.C.S.S. Unit should maintain its reporting relationship within the Department of Family and Social Services.

"We recommend that F.C.S.S. take a real high profile and minimally report to an A.D.M. or some other structure - it is key to the way Government can work with municipalities."

b) **The Director of the F.C.S.S. Unit should report directly to the Deputy Minister, in the interest of enhancing the profile of F.C.S.S.**

c) **In the longer term, the province should consider a higher and separate profile reporting relationship for F.C.S.S.**

"Location of F.C.S.S. is also a concern. Uniqueness is not recognized when it is merged within the department. It is a partnership, not a program."

D. Relationship With Family and Community Support Services Association (F.C.S.S.A.)

In its Terms of Reference, the Review Panel was requested to address the F.C.S.S.A. relationship to the provincial government.

The Family and Community Support Services Association of Alberta (F.C.S.S. Association) is a provincial organization of F.C.S.S. boards. The Association is private, non-government, non-profit, and optional. The Association is a registered society, operating by and for the member F.C.S.S. Boards. As of August 31, 1991, 121 F.C.S.S. local boards are members of the Association. The broad purpose statements of the Association include:

- To facilitate communication between local F.C.S.S. and the provincial government (special emphasis is placed on communication with the Minister of Family and Social Services and with the central F.C.S.S. administration office), and among F.C.S.S. boards and committees, through workshops, conferences and newsletters.

- To investigate and pursue common issues and concerns that affect F.C.S.S. as a whole.

- To promote the concept of prevention to provincial organizations and policy makers.

"The F.C.S.S. Association is an important player in the partnerships that exist."

- When requested, to provide specific assistance to individual F.C.S.S. boards, regarding local or regional issues.

- Through public relations activities, to promote and reinforce the image and impact of F.C.S.S. within Alberta.

Currently, the relationship of the Association with the provincial level is informal and constructive and it is working toward an effective partnership.

RECOMMENDATION 18:

The Review Panel recommends that the F.C.S.S. Association and provincial representatives meet on a quarterly and on a formalized basis, to address issues of mutual concern to maintain and enhance a constructive partnership.

E. Accountability and Evaluation

Governments are increasingly emphasizing an obligation to the public to demonstrate that resources are being spent in the most cost- and service- effective manner. Accountability refers to the need to provide economical, efficient, effective and environmentally sensitive services. It is achieved through partnerships with other agencies, departments and the community at large. It occurs in a manner that supports individuals and families toward self-reliance and individual choice.

In response to the request of F.C.S.S. local authorities, management audits were conducted in the period 1985-1989 for 18 rural and urban local programs. These audits focused on questions of operational efficiency, as compared to service effectiveness. Nonetheless, the Review Panel heard anecdotes and opinions to support people's general belief that F.C.S.S. is effective. This belief is supported by factors such as the number of

"Current accounting practices are horrendous. The Province is auditing the audit of the auditor."

funded projects, the number of communities on the "wait list," and the fact that very few municipalities have withdrawn from participation.

As expressed by the F.C.S.S. Association of Alberta, in its report, "F.C.S.S: Cost Effective Prevention in Alberta", the Review Panel heard that "the immediate economies of F.C.S.S. are apparent in the careful monitoring of costs at many levels, in the local pride of ownership which insists on getting maximum value per dollar, and in the extremely high level of volunteer participation." The report also argues that monitoring, auditing and evaluation, at the local level, result in maximum service, at minimum staff and administrative cost. Over 98 percent of the provincial F.C.S.S. budget allocation goes directly to local programs.

With respect to specific questions of service impact, the Review Panel concluded that, without explicit measures of outcome effectiveness, there has been a natural tendency for local F.C.S.S. programs to formulate goals and expectations in very general terms. Some municipalities have experimented with developing outcome measures to monitor funded agencies. The Review Panel heard numerous suggestions that outcome measures were required in the future.

"Evaluation in F.C.S.S. is a tremendously complex issue. The Province needs to look at introducing a planning process to all F.C.S.S. programs which includes evaluation."

The Review Panel concluded that the intent of accountability, in the context of F.C.S.S., is to provide the most effective, competent intervention at the least cost; i.e., to improve the management and stewardship of public resources. In view of this concept, the Review Panel is of the opinion that a renewed focus on accountability is required in the management of F.C.S.S.

RECOMMENDATION 19:

The Review Panel recommends that:

a) **The F.C.S.S. Unit, in collaboration with local authorities, explore, in accordance with Recommendation 3, specific outcome measures as criteria for future evaluation of service effectiveness and overall community development strategies.**

b) **The F.C.S.S. Unit should be available upon request to local F.C.S.S. authorities to provide research expertise, methodologies and tools. Resources to support accountability mechanisms, such as audit and quality assurance should be accessible through the provincial F.C.S.S. Unit.**

c) **The province should support research devoted to longitudinal studies on prevention so that the cost-effectiveness of preventive interventions can be argued and supported with data.**

F. Service Delivery

i) **Governance and Management**

The ways in which the 146 F.C.S.S. programs are governed, at the local level, is quite variable. The organizational structure ranges from locally elected councils acting as F.C.S.S. boards, to advisory boards or management boards being established through local by-laws. The makeup of the individual boards also varies from including all municipally elected members, to having all lay members, to a combination of the two. Currently, both the makeup and authority of the board falls within the jurisdiction of municipal councils. Those councils build in their own system of

"We have a Board that represents a cross section of the community. In the end we make good decisions based on the good of our community."

accountability for F.C.S.S. Ultimately, all F.C.S.S. boards are accountable to the elected level.

The F.C.S.S. Review Panel recognizes that F.C.S.S. programs can only be established through locally elected councils, who are accountable to the public at large. Those jurisdictions with F.C.S.S. programs can determine the mechanism which best suits their local situation.

RECOMMENDATION 20:

Given that citizen participation is reflective of the F.C.S.S. philosophy, the Review Panel strongly encourages municipalities to appoint boards to oversee their F.C.S.S. programs, with varying degrees of authority assigned to that board, as determined by the preference of local council(s). The Panel favours boards with a combination of elected officials and citizens at large.

ii) **Regionalization**

The Review Panel looked at whether the size of a municipal F.C.S.S. program has an impact on its viability and effectiveness. As well, the Panel explored whether regionalization (defined as two or more municipalities formally joining together to operate an F.C.S.S. program) may make some F.C.S.S. programs more viable.

"The difference between now and then are like night and day. We now have profile and volunteers who own the program and know what it is."

Currently, of the 146 F.C.S.S. agreements, 109 are single municipality and 37 are multi-municipality systems (representing 169 municipalities). Since 1981, areas have joined F.C.S.S. as single and multi-municipality systems. F.C.S.S. programs participate in a variety of both

formal and informal arrangements on an "as needed" basis and in response to issues common to a broader geographic area. These structures are intended to minimize duplication and increase resources, cooperation and coordination.

During the past ten years, statistics show that six regional programs have separated, forming a number of smaller, single municipality programs. During that same period of time, three have moved from single to multi-municipality status.

Throughout the course of the Review, many opinions were put forward as to the advantages and disadvantages of regionalization. Those who had been involved in regionalized systems, spoke positively of now being on their own. They referred to the break-up of larger systems as a positive out-growth of their maturing to a point where they were confident and felt more in control by themselves. The reasons that were given included: local autonomy, more grass roots involvement, better ownership, more effective lobbying, more efficient administration, more commitment to F.C.S.S. by volunteers, and potential loss of informal cooperative arrangements. Finances did not appear to be a major consideration in a municipality's decision to "go on its own." It was noted that being a single municipality program does not preclude the development of many informal arrangements between various municipal F.C.S.S. programs. These arrangements allow for responses on an issue by issue basis and are seen as flowing much more from the grass roots, and, therefore, are believed to be very responsive.

"Individually as communities, our needs are different, yet we have regional needs and we can come together related to those needs."

Some participants expressed an opinion that small F.C.S.S. programs cannot be effective, as they cannot provide a range of services to the community. They believed that through the pooling of administration dollars, economies of scale would improve and a wider range of services would be possible. Regional programs have more expertise available to them. Another advantage is believed to be that more positive relationships would develop through cooperation in regional programs. Some participants perceive the current Administration and Planning formula to be a disincentive to municipalities coming together in regional systems, and that bigger centres often ended up subsidizing smaller centres when they are in regional agreements.

"The future is staked on a cooperative approach. A model of amalgamated rural communities should be considered."

RECOMMENDATION 21:

The Review Panel recommends that municipalities be encouraged to explore both formal and informal regionalization, for their F.C.S.S. program. To that end, the monetary disincentive to regionalize should be removed.

"Regionalization should be an extension of the local autonomy issue - let the local area decide."

iii) **Management of Local F.C.S.S. Programs**

The 1981 review of F.C.S.S. allowed local F.C.S.S. the option to operate without hiring a director.

The question as to whether every F.C.S.S. program needs a Director continues to be debated. On the one hand, it was argued that a Director provides vision for the local program and can more readily promote collaborative planning. On the other hand, it was argued that small programs cannot afford to hire a Director.

Currently, there is substantial variability in the way in which the 146 programs are managed. Many jurisdictions have directors who have responsibility for other areas, as well as F.C.S.S.; i.e., recreation, town administration, economic development. There are also directors who have responsibility for the planning and administration as well as for program areas.

RECOMMENDATION 22:

The Review Panel recommends continuation of the 1981 review option for local programs to operate without hiring a director.

iv) **Access to R.I.T.E. Line**

"Access to the R.I.T.E. line would save us a fortune."

An issue that has been around for some time and which resurfaced during the course of the Review, is that of municipal F.C.S.S. access to the Provincial R.I.T.E. line (Regional Information Telephone Enquiries). A case was made that since F.C.S.S. works directly with a number of government and non-government agencies, they should be provided with a means of accessing those agencies at little or no cost. Substantial savings would result.

The R.I.T.E. system was established in 1976/77 as a private government telephone network for use of the Provincial Government employees and for private citizens with a matter that could not be addressed at the local level. Its installation was viewed as a means of containing rapidly increasing long distance telephone charges incurred by Government.

RECOMMENDATION 23:

The Review Panel recommends that the Alberta Government facilitate access to the R.I.T.E. system by local F.C.S.S. programs.

G. F.C.S.S. Services to Native People

This section provides some background information on native peoples in Alberta, and a description of the various agreements which affect native people. It also presents issues raised by several native groups, during the course of the review as well as the Panel's analysis and related recommendations.

i) Definition and Population Profile

The term native as used here is synonymous with the term aboriginal, as defined in section 35(2) of the Constitution Act, 1982, and includes Indian, Inuit, and Metis.

In Alberta there are presently 43 Indian bands, comprising 92 Indian Reserves, registered with the federal Department of Indian Affairs and Northern Development (DIAND). There are problems in enumerating certain Indian reserves and in defining Aboriginal ancestry so it is difficult to provide accurate population data; however, federal statistical projections identify 48,000 registered Indians in Alberta with two-thirds on reserve and one-third off-reserve. There are probably another 10,000 non-registered Indians that may be eligible for reinstatement under federal legislation (Bill C-31).

There are approximately 66,000 Metis living in Alberta of whom 6,000 belong to the Metis Nation of Alberta Association (MNA). Approximately 5,800 Metis are registered with the

Metis Settlements General Council which represents eight Metis settlements.

Statistically there is a higher percentage of Metis Settlements and Indian Reserves not participating in the F.C.S.S. program than other non-native communities yet socio-economic indicators show there is a greater need for F.C.S.S. programming in Native communities than in non-native communities.

ii) **Socio-Economic Indicators**

The Cawsey Report (Report of the Task Force on the Criminal Justice System and its Impact on the Indian and Metis People of Alberta) released in March 1991 revealed some startling socio-economic statistics about native people. For example:

- At the end of November 1990 Alberta Family and Social Services reported that 34% of children receiving services were aboriginal, 43% of children in care were aboriginal, and 47% of permanent guardianship orders concerned aboriginal children,

- According to Poundmaker's Lodge, in most native communities across Canada, 80% of the people have a problem with alcohol,

- A study of Metis families conducted in the Edmonton area found that 70% of the respondents had been physically abused during their lives, 87% had been emotionally abused, and 39% had been sexually abused,

- With respect to the average daily population in adult correctional centres, 37% of the females sentenced were aboriginal,

"Some Native communities are very small, have no resources, can do no fundraising. F.C.S.S. is essential for funding needed services."

- There is one chance in three that Indians will be unemployed for most of their life. If they are employed, it will probably be in a manual capacity, and it will be seasonal or short term work.

iii) Responsibility for Social Programming

Indian Bands, Metis Settlements, and the MNA all advocate the transfer of authority for social programming to their own jurisdiction to ensure that programming is developed that recognizes and respects Native culture and needs. However, there are difficulties in advocating a transfer of provincial authority to Indian Bands as Indian Bands do not feel that provincial jurisdiction should exist with respect to Indians. The provincial position is to recognize and respect Indians' treaty, aboriginal, and constitutional rights and historical relationship with the federal government. Provincial jurisdiction exists in the absence of federal Indian legislation.

"Willingness for change -- have to focus on reaching out and getting community participation. The willingness and support are there from Chief and Council."

iv) Government Agreements which Affect Native People

Government agreements which affect native people include the MNA/Alberta Framework Agreement. The Agreement contains a process to allow for the full participation of the Metis people of Alberta in addressing issues that currently block them from participating fully in Alberta's growth and development. Objectives of the Agreement are: to promote joint planning and joint action between Alberta and the MNA in a number of areas including Family and Social Services; to strengthen multi-departmental co-ordination within the Alberta government; and to pursue maximum and effective utilization of existing programs.

As well, for the past few years, Alberta Family and Social Services and the Federal Department of Indian Affairs and Northern Development (DIAND) have been working on an arrangement, the Administrative Reform Initiative. This agreement will enable Indians in Alberta to have access to the same level and ranges of social services that are available to any other resident of Alberta, regardless of whether they reside on or off-reserve. This arrangement would see the federal government fund services on-reserve and the Province fund services off-reserve. Alberta would not proceed with implementing the arrangement without the consent of the Indian Community.

"People being able to determine what will happen to the F.C.S.S. program to meet local needs differentiates F.C.S.S. from other types of funding."

v) Points Raised by Native Groups Through Consultation Strategies

In its consultations the Review Panel heard the following points raised by native groups:

- General agreement with the philosophies of F.C.S.S., particularly the importance of local priorization of needs. The identification of needs should be community driven. There was also general agreement that F.C.S.S. is flexible and enables innovative programming;

- Support of the idea and importance of voluntarism with some concern that voluntarism may be declining;

- General concern that there is a lack of knowledge of programs available to native people/native communities;

- The current F.C.S.S. funding formula is inadequate and funding should be based on needs rather than population. Here, it was

also noted that non-natives have easier access to supplementary funding from sources like the United Way or service clubs;

- There is a need for native designed, developed, and run services to ensure native use of services. In particular preventive services are needed;

"In terms of prevention, F.C.S.S. should allow Bands to experiment with defining prevention through community development and participation."

- There was some concern that gaining access to F.C.S.S. resources will jeopardize status Indians' traditional relationship with the federal government. This relationship identifies the federal government as being responsible for the provision and funding of social programs and services both on and off-reserve;

- The MNA wishes to be recognized as a legitimate "community", thus entitled to F.C.S.S. funding. MNA requested to enter a F.C.S.S. framework agreement directly with the provincial government.

The Review Panel concluded that the F.C.S.S. program is sufficiently flexible to allow Indian Reserves and Metis Settlements the freedom to develop culturally sensitive programs, with local autonomy, and to address the unique needs of their residents within the parameters of the existing F.C.S.S. format.

"Flexibility as a key in F.C.S.S. is critical. Program helps motivate volunteers in the different communities, in different ways reflecting the varying cultures and values."

With regards to the MNA, the Review Panel believes that it would not be possible, logistically, conceptually, or administratively, to extend the same arrangement to this organization, without destroying the fundamental intended purpose, and rationale of the F.C.S.S. program.

In terms of the financial impact on provincial resources (under the Administrative Reform Initiative), the federal government will have responsibility for the funding of F.C.S.S. on Indian Reserves. This will occur so long as the program is delivered to provincial policy and standards.

Recommendation 24:

The Review Panel recommends that Indian Reserves and Metis Settlements should continue to be extended the opportunity to participate in the existing F.C.S.S. program (as defined in the Act).

3. FUNDING AND FINANCIAL MANAGEMENT

The need to examine the provincial/municipal funding arrangement for F.C.S.S. was one of the main reasons why the comprehensive review of the program was initiated. The major concerns about the current funding arrangements that were identified throughout the consultation process are described below and covered in more detail in Appendix C.

A. Funding Structure

i) Level of Program Per Capita Funding and the Differential in Rates

Some communities felt that the level of funds provided through the per capita formula was adequate. Other communities expressed concern with the level of funds available through the program.

The Review Panel compared the growth in reported expenditures of several municipal F.C.S.S. Programs between 1982 and 1990. The communities involved have a combined population of 1,484,599 and represent 63.5% of the population participating in the F.C.S.S. Program. In 1990, approximately $50 million or, on average, $32.00 per capita was spent by these communities on F.C.S.S. projects. The comparison revealed the following:

"The rural/urban per capita formula penalizes urban centres for having rural areas in a regional arrangement - rural population is paid for at an urban rate."

CHART 7

Municipality	1982 Per Capita FCSS Expenditure	1982 Provincial Share %	1982 Municipal Share %	1990 Per Capita FCSS Expenditure	1990 Provincial Share %	1990 Municipal Share %
Banff	27.44	69.6	30.4	39.10	50.9	49.1
Calgary	20.32	46.3	53.7	38.60	33.9	66.1
Edmonton	13.37	74.6	25.4	27.65	46.2	53.8
Flagstaff	13.24	80.0	20.0	28.56	66.5	33.5
Frog Lake	65.35	63.1	36.9	91.94	50.8	49.2
Lakelands	24.24	80.0	20.0	33.86	74.8	25.2
Lethbridge	16.92	74.1	25.9	25.87	53.1	46.9
Red Deer	11.14	80.0	20.0	18.00	75.7	24.3
Smoky River	15.67	80.0	20.0	31.28	69.6	30.4

As a general rule, municipalities, irrespective of their size have been steadily increasing their commitment toward F.C.S.S. preventive services. Five of the non-city programs have increased their contribution toward local F.C.S.S. expenditures from 20% in 1982 to between 24.3% and 49.2% in 1990. In some instances, the dollar commitment toward the local contribution has been increased, even though the population of the municipality has been decreased.

Municipal Councils have, for the most part, indicated concern with the trend toward an increase in the percentage of the local contribution. Nonetheless, many feel that the services are necessary and important enough to the overall well being of the community to warrant the expenditures as a priority.

Since the 1980/81 fiscal year, the provincial budget for the Family and Community Support Services Program has increased by 308% with a similar growth in the aggregate contribution of the participating municipal governments. However, the number of municipal programs has also increased from 58 to 146 over the same period of time. This represents an expansion of the program to nearly 450,000 residents of Alberta communities in a ten year period. Due to the admission of the new communities, the annual allocation to existing municipal programs has not grown at the same rate as the provincial budget.

Program grants are currently based on a minimum of $12.80 for the cities and $13.80 for all other municipalities. Comparable rates for 1982/83 were $10.00 and $12.00. Due to historical project funding levels that existed prior to 1981/82, there are still 17 local government programs (two of which are cities), that receive program allocations at a higher level than the minimum. This raises the total provincial program allocation by an additional $598 thousand annually. The current provincial commitment for the program component is $31.1 million, or 83.7%.

Currently there is a $1.00 differential between the program per capita formula used for rural areas over that applicable to the cities. It is estimated that $1.7 million (excluding the two cities with a

"The urban/rural split doesn't make sense to me."

per capita rate above $12.80) would be required to close the $1.00 differential.

ii) **Administration and Planning Formula**

Debate has centered on the need to continue with a separate funding component. A single funding component would reinforce the concept of local autonomy and allow the municipality to determine the amount dedicated to the cost of municipal administration and the amount for services.

Retention of the administration component reinforces the concept that a local government should invest in a planning function. This would allow for a sound community development process with a maximum of citizen involvement. Without a separate component, the important planning process may be sacrificed for a greater investment in services. Nonetheless, local governments are now able to transfer funds from this allocation in order to enhance their program funds.

"The total dollars should be collapsed so that the Province is not regulating how much goes into planning - it's up to the municipality to make decisions about administration and programming."

On the other hand, there are concerns that with a single funding category local administrations will be allowed to grow to the detriment of programming, service delivery and the voluntary sector.

The current administration formula is $9.50 for the first 5,000 in population plus $1.10 for the next 7,000 in population plus $.70 for population over 12,000. This formula has remained constant since 1982/83. Five municipal programs are allocated funds at an exceptional level in accordance with a "grandfather" clause in the regulation. This raises the total provincial administration allocation by an additional $79 thousand. The current provincial commitment for this component is $6.05 million, or 16.3%.

The administration formula is based on sliding scale to ensure the smaller areas have a sufficient allocation to develop a community development planning process. Communities with small populations would be concerned with any loss of administrative funds that may occur through a collapse of the two components.

(iii) **Funding Formula**

As noted earlier, the Review Panel was given considerable advice in terms of the manner in which to continue or to restructure the funding formula. The level of funds required to effectively anticipate social change and needs of communities were also addressed during the course of the review.

"Funding formulas should not affect the philosophy of the program."

The input received referred to the negative impact of inflation on F.C.S.S. per capita allocations, reducing the value of the F.C.S.S. dollar to the point where services have had to be reduced or sustained at the same level in the face of increased needs for service.

The Panel, in its deliberations, concluded that investments in prevention should be protected by annual increases in the per capita rate equal to the increase in the Consumer Price Index in the previous year.

The following funding models were examined in detail.

- Collapse selected preventive programs of several government departments into the Family and Community Support Services model.

  This matter was felt to be beyond the immediate terms of the Panel. The prospect

of bringing a number of preventive endeavours together under one umbrella over the longer term was explored. The Panel believes that such a move would be a positive one provided that resources would be part of such a consolidation.

- Develop a needs based allocation system.

  The committee feels that this matter needs more detailed study.

- Retain the two funding components and increase the rates for the funding formulae.

  "Recognize real differences in order to reflect real costs."

  A disadvantage of this approach is that it reinforces the existing system in a time when representations have been made to adopt other forms of preparing allocations.

  An advantage is that any structural changes made to the existing formula rates or differentials are less complex and more easily understood.

- Collapse the two funding components and implement a variable sliding scale per capita rate.

  The advantage of this approach is that it would lead to the development of a single per capita rate over a period of time, and it reinforces the autonomy of the local government in the determination of the appropriate expenditures to be made for administration and services.

RECOMMENDATION 25:

The Review Panel recommends that:

a) **The existing administration and program components used to determine the allocations to local governments be merged into a single component.**

b) **The provincial per capita allocation for all Albertans should be set at $26.00 in 1991/92 dollars.**

c) **The per capita allocation should reflect the Consumer Price Index.**

d) **If it is not possible for the province to budget the funds necessary to implement the proposed per capita funding level, a planned phase-in should be established. It is recognized that the phase-in plan must reflect the economic conditions of the time.**

e) **Special financial considerations should be determined for Indian bands, Metis settlements and isolated or unincorporated areas.**

"You have to reinforce the preventive commitment with resources."

"Whatever funding mechanism is put in place, it's got to be indexed to inflation as a bare minimum."

iv) **Exceptions to the Funding Formula**

Implementation of the recommended formula would result in a reduction of funds to ten municipalities that, for various reasons, currently receive an allocation in excess of $26.00 per capita.

RECOMMENDATION 26:

The Review Panel recommends that there be no decrease in the current funding allocation for those municipalities now participating in the F.C.S.S. Program. This recommendation does not imply maintaining the current differential in perpetuity.

v) **The 80/20 Formula and Source of the Municipal Contribution**

In the majority of submissions to the Review Panel, the concept of an 80/20 funding formula was supported.

In 1981 changes to the provincial program allowed local governments the opportunity to utilize non-municipal revenues for the community 20% share.

"If this is a provincial/ municipal partnership, then the 20% should be there."

This concept was challenged, with the concern that the program represents a partnership between the levels of government and each partner should contribute the appropriate share from their respective revenue sources. As well, the voluntary sector is sometimes required to raise the local government contribution, and this sector has indicated that fund raising activities of this magnitude are no longer feasible.

RECOMMENDATION 27:

The Review Panel recommends that the provincial program reinstate the requirement that the full local 20% share must be contributed by the municipality from tax-generated (mill rate) dollars by 1994.

vi) The Waiting List

At the current time, there are 22 municipalities that are waiting to join the program. Some of these requests are dated April, 1989.

"The Government should not be creating an artificial conflict between bringing in the wait list and enhancing existing programs."

While there are needs for additional funds for the existing communities, the needs of those communities that do not now have access to program funds are recognized as a priority.

RECOMMENDATION 28:

The Review Panel recommends that all communities now on the waiting list should be admitted to the program in the next fiscal year. Future applicants should be admitted within a two year period.

vii) Salaries and Benefits of Funded Agency Staff

A constant theme heard by the Review Panel was the inequity between salaries and benefit levels of the public service sector and the voluntary sector.

In many instances, voluntary agency salaries are 30% less than the equivalent in public service positions.

Many staff members of the voluntary sector do not have access to pension, disability, medical and other benefits. Potential long term effects have not been researched, but concern relative to the ability of many agency staff to invest in pension and income support is evident.

"Agency salaries and benefits are too low...should be addressed."

Voluntary agencies are frequently unable to address these concerns without long term funding commitments and there is irresistible pressure to use growth funds to expand services to more people, rather than increase administrative costs.

Formulation of a recommendation relative to the matter within the Family and Community Support Services Program could be perceived to impinge on the autonomy of the municipality to determine the manner in which their funds for the program should be invested.

RECOMMENDATION 29:

The Review Panel recommends that:

a) Local governments examine benefit packages of F.C.S.S. employees to ensure that salaries and employee benefits are competitive in the context of local conditions.

b) Local F.C.S.S. boards work with their funded agencies to review the feasibility of increasing salaries and employee benefits in light of Recommendation 25.

viii) Innovative Projects Funding

Suggestions to the Review Panel included comment on the value to be gained from the adoption of a system whereby innovative projects and pilots of short duration could be funded. Endeavours of this nature in the past have resulted in some unique and successful examples of prevention.

"...A pot of dollars for innovative projects from all departments for cooperative programs."

In many instances, local programs that had established a fund for innovative projects have had to commit more of these resources to fund ongoing services, because of increased needs in those areas.

The Family and Community Support Services Association of Alberta instituted an innovative project fund several years ago for application by their member boards. The results were positive, considering that not all of the requests could be accommodated. Funds for this purpose are no longer available from the Association.

A special fund for the purpose of undertaking one time, short term projects, designed to demonstrate a need or test an unusual approach, is currently within the mandate of each municipal program.

Maintenance of a special fund by the provincial program for this purpose could be administratively difficult and would require a very specific definition of innovation in order to ensure the integrity of the concept was preserved. The guidelines for a provincial fund may deter from the ability to undertake unique activities that may be risky in nature.

RECOMMENDATION 30:

The Review Panel recommends that municipal governments be encouraged to apportion a part of their annual F.C.S.S. budget for the development of innovative projects.

ix) Deficit Funding and Surplus Retention

Family and Community Support Services is predicated on the concept that a service should be funded on the basis of its net cost or the deficit that would occur after the revenue that a service generates has been taken into account.

The concept and practice was of concern to a number of presenters, and the voluntary sector in particular. Concern centered on the fact that as an organization raised funds in order to lessen the reliance on government funds, a corresponding reduction would occur in the amount of the grant allocation from the local F.C.S.S. program. Thus, the energy involved in fund raising and the detraction from the other important work of the society, could be viewed as a wasted effort.

"We are being penalized for being economy conscious. Surplus retention with a limit on amounts and time would enhance our planning ability."

The annual reconciliation and determination of surplus provincial funds held locally that occurs annually between the municipality and the provincial program is complex and confusing to the voluntary sector.

Basically, deficit funding is more a determination of which revenues to recognize and take into account to determine the net cost of a service. Provincial requirements ensure that fees for service and membership fees are recognized as revenues for the purpose of deficit funding. However, the determination of which other revenues should be included are local decisions and subject to wide variations in policy from one municipal government to another. Thus, the amount of the deficit to be cost shared on an 80/20 basis is a combination of provincial and local policy.

Local policy is frequently determined by the budget and revenue considerations of the municipality, and any exclusion of revenues such as donations, fund raising and other grants that increases the cost shared deficit is, in fact, cost shared on an 80/20 basis.

As well, municipalities and agencies expressed concern with the need to expend funds in the year in which the funds were granted. Excellent financial stewardship and the savings that would accrue in one year cannot be carried forward to the next in anticipation of a major future expenditure. Requests were made to consider a policy of surplus retention that would allow for some ability to carry funds forward.

"Surplus and deficits: difficult when funding a non-profit voluntary organization."

RECOMMENDATION 31:

The Review Panel recommends that the provincial program implement a policy that would allow local programs to retain surplus funds to a maximum of 10% of the annual provincial allocation. Any funds retained locally under the policy must be matched by a municipal 20% contribution and must be separately identifiable in the accounts of the municipality or the accounts of the board established by the municipality. Any surplus funds retained and expended in future periods must be expended in accordance with the legislation governing the program.

"Keep surplus to cover later deficits...at least a limited carry over for a limited time."

Municipalities are encouraged to adopt a similar surplus retention feature that may be applicable to those funded agencies that provide a service on behalf of the municipality.

Note: The provincial program should clarify with local governments which revenues received by a funded project may be excluded as revenues relevant to the service being delivered, in order to ensure agencies are treated in an equitable manner and to ensure that their fund raising efforts are not penalized.

x) Capital Expenditures

Since 1981, the use of Family and Community Support Services funds for capital purposes have been restricted by regulation. Funds may not be utilized for capital purposes. This restriction applies to the use of funds for the purchase of land or building, renovation of buildings, construction of buildings, landscaping and improvements to land, retirement of debentures acquired for construction or other costs that would normally be associated with capital improvements.

"Capital dollars are more easily secured; operating dollars are very difficult."

The Review Panel heard on occasion that there is a need for capital funds in some services that are assisted through the program.

Generally, capital funds are less difficult to attract through fund raising, foundations, government grant programs and other sources, than are funds that are required to sustain a facility or a program.

RECOMMENDATION 32:

The Review Panel recommends that the use of funds allocated continue to be restricted to meeting operating costs only. Operating costs are meant to include purchases of necessary furnishings and equipment.

B. Financial Planning and Reporting

i) **Budget Approval Cycle, Long Term Commitment and Funding Announcements**

Agencies and municipal programs expressed the desire for a funding commitment for a period longer than one year which would facilitate the ability to undertake and develop long range plans for their services.

"The funding cycle does not allow for carry over. This is a detriment to good financial management -- carry over would allow long range planning."

Local F.C.S.S. Programs are seldom aware of the annual provincial allocations for municipal programs until they are in the second quarter of their financial year.

The Panel believes that announcements prior to the new year of the funding guidelines to be proposed in the immediate future and for two following years would enhance the ability to develop long term plans. This approach would be seen as a "rolling block."

Without some advance indication of the guidelines that will be applied to provincial expenditures local programs are unable to accurately budget and plan for the future.

"Longer budget cycles are an issue - one year planning and commitment is not sufficient."

Increases in allocations in one year cannot be deployed in the same year because budget approval at the local level is usually complete.

Ability to prepare a budget estimate in advance will facilitate approval at the municipal level.

RECOMMENDATION 33:

The Review Panel recommends that:

a) **The province should commence a three-year financial commitment on the basis of a one year "rolling block."**

b) **Announcements of provincial funding guidelines that will affect the program should be announced as far in advance of the municipal financial year as is practical.**

"Align the announcement of Provincial funding support with other municipal grant announcements."

ii) **Procedures for Financial Reporting**

The Review Panel was apprised on numerous occasions that the financial reporting process is complicated, time consuming and can result in a delay of funds to municipalities.

Even though each municipality is required under the Municipal Government Act to prepare a calendar year audited financial statement, the provincial F.C.S.S. Program requires an additional audited financial statements for the use of F.C.S.S. funds. In those instances where the municipality administers F.C.S.S. funds internally, the two requirements are seen as an unnecessary duplication.

The statement from the municipality or its appointed board must be accompanied by statements prepared by each of the funded agencies or services. Some funded projects with small budgets are not required to absorb the cost associated with the provision of an audited statement. However, many funded agencies are required to provide statements to their various funding sources which do not use the calendar

year for reporting purposes. This results in duplicated efforts.

The provincial program performs an analysis of the financial and other information reports to ensure that each funded project falls within the parameters of the regulation, that information is sufficiently clear to determine which revenues and expenditures are applicable to each funded project, and for the purpose of preparing claims to the federal government through the Canada Assistance Program (CAP). Even though the legislation allows for a half year of advance funds to a local program, any delay in provision of the necessary information, or lack of clarity, produces a similar delay in processing of a reconciliation and annual agreement for funding.

"Local financial audits are sufficient. Duplicate accountability checking at the Provincial level is unnecessary."

Simplification of the reporting process must be reflective of the need to properly account for the use of public funds as required by the Financial Administration Act.

In a similar vein many agencies expressed concern with the degree of financial reporting that is determined by the local governments involved in the F.C.S.S. Program. Financial reporting on a monthly or quarterly basis is seen as an excessive level of administrative paperwork. Further, such reporting does little to ensure that there is value for funds expended, and that the desired results have been produced.

RECOMMENDATION 34:

The Review Panel recommends that:

a) A standardized financial reporting form for use in the preparation of an annual financial submission by municipalities participating in the program be developed.

b) Regulation 18 be examined and altered with a view to simplifying the reporting process. A system is required that would permit the senior appointed official of a municipality to prepare and submit reports of revenues and expenditures (from the audited statements of the municipality and from statements provided by funded agencies).

"Discrepancies in reporting requirements of the various funders, causes resources to be used for administration when they could be used for program."

c) Municipalities be strongly encouraged to review their local financial reporting requirements to ensure that procedures and requirements are also simplified.

iii) Differences in Program Information Reporting Requirements

Throughout the review process the Panel frequently heard that there is confusion and concern with the information reporting system. Information preparation is time consuming, differs from funding body to funding body, and the information collected is seldom reported back to the communities.

The provincial program requires that each funded activity be reported on an annual information report. This report is used to accumulate information on activities being financed and to assist with the preparation of claims to the Canada

Assistance Plan (CAP). This information is used to verify amounts eligible for federal cost sharing.

The provincial annual report form is in its third revision over the past ten years, and staff resources required to enter and analyze the data being collected are not available.

Some municipal Family and Community Support Services Programs have reporting requirements in addition to that of the provincial program and require more frequent reports.

"Represents much work on behalf of voluntary agencies - small agencies feel incredible pressure to report, too expensive to meet requirements."

Other funding bodies such as the United Way and Department of Family and Social Services have additional need for written reports, and there is a considerable difference between the objectives of various funding sources that affect local Family and Community Support Services Programs and the voluntary sector. The proliferation of report requirements results in a considerable work load at the agency or project level.

On one hand, the voluntary sector is frustrated at the impact created on their services due to the guidelines established by each funding authority. On the other hand, it is recognized that each authority must establish the rationale and objectives for the use of their grants.

RECOMMENDATION 35:

The Review Panel recommends that the provincial program initiate the consolidation of forms and statistical reporting requirements in collaboration with municipalities and other major funding bodies with a view to simplifying the reporting process for agencies.

"There is incredible paperwork to meet funding sources' information and reporting needs."

In addition, the Panel strongly encourages local Family and Community Support Services Programs to examine their reporting requirements and initiate changes that would be no more restrictive than those requirements established by the provincial program.

C. Future Directions

i) **Needs Based Funding Allocations**

"Per capita formula does not meet the needs of individual municipalities."

Throughout the review process, the Panel heard significant support for the concept of a funding allocation for programs to be based on the needs of a particular community. Support developed for the implementation of a needs-based index to address the unique characteristics of a given community. The index could be used as a measure to determine a "top up" over the basic per capita formula for those communities demonstrating a high social need.

The concept of the index could provide a highly accurate and equitable measure of the allocations that would be appropriate in a given community. However, the development and implementation would likely be extremely costly, complex and cumbersome.

Implementation of a needs index may have the undesirable effect of creating a focus toward programming in response to the social needs of the day in favour of a forward looking approach to the anticipation of social issues and taking efforts to prevent the development of the same

RECOMMENDATION 36:

The Review Panel recommends that the provincial program, in consultation with a representative number of municipalities, determine the factors to be included in a needs-based index and examine the advantages and disadvantages.

Note: Cost of an examination of this matter should be kept to a minimum and use existing data sources. Factors to consider should include family disintegration, isolation, immigration, income levels, economic capability of communities to generate revenues and demographic indicators.

ii) **Adequacy of Budget for Preventive Thrust**

Throughout this process, the Panel heard that funds for prevention generally are scarce and that an overall provincial commitment to preventive activities is required.

The provincial budget has grown by 308% in ten years. At the same time, services initiated through the program are now funded by the provincial government and available to the entire population. These initiatives include Day Care, Early Childhood Services and elements of Coordinated Home Care. Current expenditures for these provincial programs exceed $200 million.

As well, there are numerous preventive endeavours underway that have been initiated by various provincial government departments.

"Government gets immense more value for the buck they spend."

The preventive initiatives currently underway generally represent the particular focus of a

specific provincial program or department. The approaches taken by these programs are not, nor should they be, similar to that of the F.C.S.S. Program. However, the wide range of services that has developed are usually community based and involve the voluntary sector. The organizations involved relate directly to the funding authority, rather than the community in which they operate. Coordination of activities is frequently missing and a duplication of efforts often occurs.

RECOMMENDATION 37:

The Review Panel recommends that:

a) **The Minister of Family and Social Services initiate a review of the preventive programs and services now offered through the various program areas of the Department, to determine opportunities to consolidate and coordinate the delivery of these services through local governments involved in the F.C.S.S. Program. A review of this nature should involve representatives of municipal F.C.S.S. Programs in the process.**

b) **The provincial government may wish to consider an examination of other preventive programs offered through government departments to enhance the coordination of services and to avoid the duplication of services.**

"Doesn't matter where the money comes from, it may have to be a blend of money from several services to meet the needs."

4. GOALS AND OBJECTIVES OF THE F.C.S.S. REVIEW

As presented earlier in this report, the goals of the comprehensive F.C.S.S. review are to collect and analyze information, identify issues, compile findings and formulate recommendations. This section of the report will comment on the specific objectives as noted in the Terms of Reference.

A. Relevance

The Review Panel believes strongly that the F.C.S.S. Program continues to make sense with regard to the problems or conditions to which it is intended to respond. The Program is very flexible and clearly responsive to local conditions and needs.

B. Appropriateness

The design of the F.C.S.S. Program is viewed to be appropriate. The Panel has recommended modifications to the organizational structure and to the location of consultants, as well as other changes affecting appropriateness. Nonetheless, the Panel believes overall that the design of the Program, its major components and the resources expended, are logical. The implementation of F.C.S.S. over the last ten years clearly reflects appropriate values.

C. Effectiveness

The Panel concluded that the intended provincial goals and objectives of F.C.S.S., i.e. the intended results, have broadly been met. In the absence of more specific goals and explicit related data, there can be no detailed validation of effectiveness. The Panel suggests that the effectiveness of the Program has likely been compromised, to some extent, as a result of limited per capita increases over the years.

It should be noted here that the Panel conducted this review focused at the provincial level rather than at the local program level. Therefore, the Panel did not conduct research to address the effectiveness of preventive initiatives at the local level.

The Panel did not conduct any systematic study of service users to determine the true effects of their exposure to the Program. However, anecdotal information received by the Panel from service users, suppliers, and local governing bodies supported the effectiveness of local services.

D. Efficiency

Within the timing and resources allotted to this Review, it was not feasible to thoroughly determine the efficiency and economy of the delivery of the F.C.S.S. Program, i.e. to determine the relationship among costs, inputs and outputs.

The Panel identified inefficiencies which are addressed earlier in this chapter. These inefficiencies are not viewed as critical enough to jeopardize the delivery of services.

In its review of the efficiency of F.C.S.S. the Panel recognized the significant contribution of volunteers. Without the volunteer hours and expertise, F.C.S.S. would not be able to deliver services as efficiently as is now the case.

E. Monitoring and Reporting

The monitoring and reporting system was found to be cumbersome. To redress this, the Panel has submitted several related recommendations to streamline the monitoring and reporting requirements.

On the whole, local F.C.S.S. programs demonstrated sound interest and support for accountability requirements.

The accountability system of the F.C.S.S. Program overall was viewed by the Panel as requiring a renewed focus.

F. Needs

The Review Panel, in the course of the Review, did not determine the specific future needs of individuals in the area of community support services. Also, the Panel did not identify specific service goals in the next decade and beyond. The results of the questionnaires presented in Appendix C-2 identify the service gaps and service needs into the future. These data were accepted by the Panel at face value and not further analyzed.

The Panel has submitted recommendations focused on pursuing need based funding into the future and involving other jurisdictions through collaborative strategies.

Methods to conduct needs assessments and to review the decision making process to address priority needs were reviewed. In this regard, the Panel stressed the importance of reflecting social, economic and demographic trends.

G. Equity

The Review Panel concluded that the size and location of individual F.C.S.S. programs are not factors in determining the viability of an individual program. The costs of supporting individual F.C.S.S. programs are, however, affected by size and location. The objectives are more related to demographics and

economics. It was clear throughout the review that each local program has special needs.

The Panel submitted several recommendations impacting the question of equity, including the recommendations on regionalization, funding and native services.

The overriding principle which guided the Review Panel in its deliberations on each of the specific objectives of the review was local autonomy and decision making.

H. Environmental Sensitivity

The roles and responsibilities of the Province and Municipality were determined by the Panel to be valid but not clear. This lack of clarity is addressed in the preceding recommendations.

The Panel believes strongly that the principle of local autonomy and decision making in the Municipal/Provincial shared funding of preventive social service programs continues to be valid in Alberta's social and economic environment.

CHAPTER 4

IMPLEMENTATION CONSIDERATIONS

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IMPLEMENTATION CONSIDERATIONS

The recommendations in this report represent both affirmation of the F.C.S.S. basic premises and substantive change for the funding and accountability of the F.C.S.S. Program. It is the Review Panel's view that people recognize that changes must be made to help F.C.S.S. adapt to the future, and they must be made soon, before the future overtakes the system. The recommendations contained in this report reflect the sense of opportunity driving the momentum for change.

The strategic directions of F.C.S.S. provincially and locally are generally pointed towards greater community involvement and influence, more flexibility and accessibility of services to serve a cross-section of people, a focus on individual independence and choice, coordination and collaboration of related services, and on enhanced efficiency and effectiveness. Although there is currently progress on all these fronts, there is still a significant gap between the potential of F.C.S.S. and its day-to-day realities. Clearly, there will always be changing needs and new challenges. The Review Panel has recommended ways to improve overall management and funding of the system with the goal of making F.C.S.S. more effective and responsive into the future.

1. IMPACT ON LEGISLATION

If the Review Panel recommendations are accepted, the F.C.S.S. legislation will require amendments in the following areas:

- reference the need to promote, encourage and facilitate citizen participation in planning, delivery and governance of F.C.S.S. programs.

- reference the need for effective planning on the basis of clearly identified social needs.

- reference the need to reflect openness and access to information.

- reference the need to encourage and facilitate cooperation and coordination with appropriate related bodies.

- the current reference to duplication needs to be balanced with local autonomy and responsibility for stewardship.

- any current reference to "services" needs to change to "activities."

- future references to "activities" in the Regulation should make it clear that any listing of program activities is illustrative rather than all inclusive. Examples may include:

  - activities that promote social development;
  - activities that enrich and strengthen the family and community;
  - activities that enhance quality of life; and
  - skills development.

2. IMPACT ON FUNDING

The Review Panel recognizes that a request for additional funding for the F.C.S.S. program is being submitted at a time of fiscal restraint. It is the firm belief of the Review Panel that F.C.S.S. will not be able to continue to achieve its mandate without the infusion of additional dollars.

3. PROPOSED STRUCTURE TO IMPLEMENT RECOMMENDATIONS

Consideration should be given to the establishment of an advisory group to the Minister of Family and Social Services to develop a plan and oversee the implementation of adopted recommendations. Such an advisory group should have representation from the F.C.S.S. Association, the provincial F.C.S.S. Unit, the Inter-City Municipal Task Force and representative municipalities.

4. CONCLUSION

The Review Panel submits this report and its recommendations with confidence that it responds to the Terms of Reference and provides the strategic direction and strategies to enable F.C.S.S. to continue its key role in prevention and strengthening of community responses to meet current and emerging social needs. Implementation of change will only occur through the informed cooperation and collaboration of the major stakeholders in the planning and delivery of F.C.S.S. and of the community at large.

It is the Panel's belief that Government programs alone cannot fix social problems; rather individual, community and social responsibility all need to be part of the solution. The Panel worked from a basis of an overall societal vision. This vision includes a belief that we must work toward a society in which people are supported to make choices and work toward a state of self-esteem and personal responsibility and empowerment. It is hoped that in the future, all communities will take advantage of the opportunity to participate in the F.C.S.S. program. People in Alberta need a base level of security to assure that necessities are covered, so that people will work toward a quality of life and develop according to personal choices.

This review of the F.C.S.S. Program has been undertaken as we approach a new millennium, with the belief that,

with vision and commitment, the community and government will together improve our human condition.

APPENDICES

APPENDIX A

A-1: Terms of Reference

A-2: Review Panel Members

TERMS OF REFERENCE

F.C.S.S. MINISTERIAL ADVISORY PANEL

DECEMBER, 1990

TERMS OF REFERENCE

FAMILY & COMMUNITY SUPPORT SERVICES PROGRAM COMPREHENSIVE REVIEW

I BACKGROUND:

The Family and Community Support Services (FCSS) Program, unique to Alberta, was introduced almost 25 years ago as an innovative social services program under the "Preventative Social Services Act" to complement existing federal legislation. The Alberta program was designed to prevent social problems from arising or existing problems from getting worse. The cornerstone of this preventative program were the principles of local priorities and decision-making, volunteerism, provincial/municipal partnership and a focus on the family.

A review of the program in 1980 resulted in a reaffirmation of the practice of cost-sharing between the Province and local authorities as well as the original purpose and principle of the Program. At that time a new Act, the "Family and Community Social Services Act", was promulgated.

Program authority is obtained through the Family and Community Support Services Act. This Legislation allows the provincial government, through the Minister Responsible, to enter into an agreement with a community government (municipality, improvement district, school board in national parks, Indian band and Metis settlement) for the purpose of developing preventive programs and services. Several municipalities may join together to form a regional FCSS Program. The legislation provides that the activities and services of a municipal FCSS Program must be preventive, emphasize the role of the volunteer and be governed by a community decision making process. Services may not be oriented to recreation, rehabilitation, treatment or provide direct financial assistance to an individual or family. Services must not duplicate those of other government departments or agencies.

When municipal FCSS Programs are implemented, an "Agreement for Funding" is entered into between the Minister and the community.

Local authorities in the FCSS Program are eligible for cost sharing with the provincial government based on an 80%/20%, per capita provincial/municipal ratio. The provincial government contribution is up to 80% of the local FCSS program budget. Generally, the municipal share is derived from local tax revenues. In all instances, the local authority approves and supports activities in which FCSS becomes involved.

The provincial funding formula is calculated on a per capita basis. Funds are provided for administration and planning, as determined by FCSS regulations, and FCSS program delivery, based on Ministerial discretion. The local authority accounts for grant allocation and is required to provide annual financial audits, statistical and program reports.

Effective February 1, 1990, the Department of Family and Social Services became responsible for overall financial administration of the Program, ensuring compliance with the Act and Regulation and providing information and assistance on program and organizational issues to local FCSS communities through the six Regional FCSS consultants. (Previously, the Department of Health was responsible for the FCSS Program.) The municipality is responsible for the organizing, structuring, planning and evaluation of their local program.

Currently there are 146 local programs, involving over 270 municipalities with several more communities on a waiting list. This year over $32 million has been made available to municipalities, who in turn commit over $8 million to a total commitment of over $40 million throughout Alberta. This compares to 68 local programs involving over 100 municipalities and a $23.8 million budget available to municipalities in 1982. It is estimated that approximately 80% of all FCSS funds are allocated to wages and salaries in local communities.

The population base in 1990 is 2.3 million Albertans. This includes Indian Bands, Metis Settlements and National Parks as well as cities, towns, and counties.

In the past ten years, since the last review of the FCSS Program, substantial changes have occurred within society as a whole as well as within social services systems. For example, in the broader society, changes have occurred in the patterns of family life; there is a greater awareness of family violence and child and elder abuse and substance abuse is on the rise. Within the social service systems and the Provincial government, there has been a transition to a major focus on accountability, costs, productivity, reporting and monitoring, coordination and liaison, as well as a movement toward a community and preventative approach in the establishment of many service systems. New provincial initiatives have been developed with a focus on the family, outside of the FCSS framework. Concerns have also been expressed about the erosion of the cost sharing formula between the province and local authorities.

Collectively these and other factors are raising questions as to the continued viability of FCSS as a provincial/municipal partnership in the prevention of social breakdown as we enter the 90's.

II ISSUES TO BE ADDRESSED IN FCSS REVIEW

The trends and issues described herein indicate that a comprehensive review of FCSS is timely and necessary. The review will need to address the various components detailed as follows:

A) Funding and Financial Management:

- Cost sharing formula
  - Provincial Support
  - Regional Support
  - Local Authority Support
- Administration and planning funding formula
- Canada Assistance Plan
- Program funding deficit (Provincial)
- Funding Commitment by Local Authorities
  i.e. type of services being cost shared
- Rural funding and Urban funding requirements
- Trend to service fees and means test

B) Accountability:

- Provincial roles and responsibilities;
- Municipal/Regional/Local Authorities roles and responsibilities;
- Provincial accountability requirements;
- Municipal/Regional/Local Authority accountability requirements;
- Monitoring and reporting; and
- Program accountability of participating agencies to local Authorities once FCSS funding becomes involved.

C) Administrative Arrangements/Organizational Issues:

- Location of FCSS Program staff i.e. centralized vs decentralized reporting;
- FCSS Program staff roles and responsibility;
- Departmental/Government relationship with FCSS Program staff;
- Ongoing vehicles for joint planning between the Province and Local Authorities;
- FCSS Association relationship to Provincial Government; and
- Impact of FCSS Provincial Program support on local programming.

D) Inter-relationships:

- Community involvement and volunteerism.
- Relationship with other community and prevention services related jurisdictions (e.g. Local Board of Health, Education, and Recreation) in area of program mandates, boundaries and interfaces.
- Relationship to specific services i.e. daycare, home care, family planning; and
- Relationship to other provincial programs on a National basis.

III GOALS AND OBJECTIVES:

The goals of the comprehensive FCSS Program review are to collect and analyze information, identify issues, compile findings and formulate recommendations for the Minister of Family and Social Services. The review is intended to discover strengths, weaknesses, need for changes, and possible strategies and mechanisms to ensure efficiency and effectiveness of the FCSS Program.

Specific Objectives include:

1. Relevance:

   To determine whether the FCSS Program continues to make sense in regard to the problems or conditions to which it is intended to respond.

2. Appropriateness:

   To determine whether the design of the FCSS Program, its major components and the resources expended, are logical in light of the objectives of FCSS.

3. Effectiveness:

   To determine to what extent the Goals and Objectives of FCSS have been realized (has the Program achieved the intended results?).

   To determine to what extent the individuals for whom FCSS has been designed judge it to be satisfactory.

4. Efficiency:

   To determine the efficiency and economy of the delivery of the FCSS Program i.e. to determine the relationship among costs, inputs and outputs.

5. Monitoring and Reporting:

Given the Government expectation of accountability, to determine what monitoring and reporting strategies and mechanisms should be established.

6. Needs:

Given that many agencies, government departments and associations are engaged in the preventative and community support services, this review is to determine the future needs of individuals in the area of community support services and to identify the service gaps in the next decade and beyond. The review will also review methods to conduct needs assessments and review the decision making processes to address priority needs.

7. Equity:

To determine whether the size and location of individual FCSS Programs impact the costs, delivery mechanism, objectives of the program (Urban and Rural).

8. Environmental Sensitivity:

To determine whether the principles of local autonomy and decision making in the Municipal/Provincial shared funding of preventative social service programs continue to be valid in Alberta's social and economic environment. To determine whether the roles and responsibilities of the Province and Municipalities/Regional/Local Authorities are clear and valid.

A-2: Review Panel Members

Review Panel Members

Don Tannas, M.L.A., Highwood, Chairman of the Family and Community Support Services Review Panel

Don Fleming, Acting Assistant Deputy Minister, Regional Operations, Alberta Family and Social Services

Alderman Julie Friesen, City of Medicine Hat, representing F.C.S.S. programs in small cities

Megan Halprin, Chairman, Banff F.C.S.S., representing southern rural F.C.S.S. programs

Ray LaFleur, Director, Program Evaluation and Review, Alberta Health

Alderman Patricia Mackenzie, City of Edmonton, representing F.C.S.S. programs in large cities

Ralph Pruden, Executive Director, Federal/Provincial Arrangements, Alberta Family and Social Services

Ray Reckseidler, current F.C.S.S. Association President and member of the Red Deer and District F.C.S.S. Board, representing the F.C.S.S. Association

Carrol Sanregret, Beaverlodge Town Council Member, F.C.S.S. Board Chairman, representing northern rural F.C.S.S. programs (replacement for Bob Walter)

Alderman Barbara Scott, City of Calgary, representing the Inter-City Task Force on FCSS

Gordon Thomas, Director, F.C.S.S. Programs, Alberta Family and Social Services

Bob Walter, Mayor of High Level and former Chairman of High Level F.C.S.S., representing northern rural F.C.S.S. programs

Clarence Wolfleg, F.C.S.S. Board Member of Siksika Nation F.C.S.S., representing Native F.C.S.S. programs

APPENDIX B

B-1: Persons Interviewed

B-2: Part I and Part II Questionnaires

B-1: Persons Interviewed

Persons Interviewed

Government Officials

Dr. Stan Remple
Deputy Minister
Department of Family and Social Services

Rheal Le Blanc
Deputy Minister
Alberta Health

Cliff Supernault
Director, Nature Affairs
Municipal Affairs

John Martin
Executive Director, Policy and Planning
Municipal Affairs

Dr. Ken Hodgin
A.D.M. Public Health
Alberta Health

Lois Borden
Director, Community Home Care Program
Alberta Health

Ralph Pruden
Executive Director, Federal/Provincial Arrangements
Department of Family and Social Services

Gordon Thomas
Director, F.C.S.S. Program
Department of Family and Social Services

Anne Ward-Neville
Regional Director, Edmonton Region
Department of Family and Social Services

Former Ministers

Honourable Jim Dinning
Minister of Education

Bob Bogle, M.L.A.

Connie Osterman, M.L.A.

Opposition Members

Bettie Hewes

Christie Mjolsness

Others

Dr. Ray Thomlison
University of Calgary

Bev Longstaff
Alderman
Inter-City Task Force on F.C.S.S.

John Lackey
General Manager
Community and Family Services
City of Edmonton

Barbara Olsen
Executive Director
F.C.S.S. Association

B-2: Part I and Part II Questionnaires

FAMILY AND COMMUNITY SUPPORT SERVICES REVIEW QUESTIONNAIRE

PART I: F.C.S.S. PROGRAM ADMINISTRATION

INSTRUCTIONS:

This questionnaire consists of two parts.

Part I: Should be completed for the F.C.S.S. Program Administration as a whole.

Part II: An individual copy of Part II should be completed for each Project funded by the F.C.S.S. Program.

We request that you send a Part II questionnaire to each of your funded projects. Funded projects will be requested to return the completed questionnaire in the enclosed envelopes directly to Hilltop House. Part I and Part II questionnaires must be returned by May 30, 1991.

F.C.S.S. REVIEW QUESTIONNAIRE
PART I: F.C.S.S. PROGRAM ADMINISTRATION

Name of FCSS Program: _____

Position of Person(s) Filling Out the Questionnaire: _____

_____

Phone Number: _____

A. INTER-RELATIONSHIPS

1. Do you work with other non-FCSS organizations, agencies and/or government departments? (Please check more than one of the following if appropriate).

   a) non-FCSS funded agencies ☐

   b) provincial government departments ☐

   c) municipal government departments ☐

   d) federal government ☐

   e) other ☐

   If you checked any of the above, please list up to five groups, organizations and/or departments that you work with on a regular basis.

   _____

   _____

   _____

   _____

   _____

2. **How do you provide the public with information regarding services provided by your local FCSS Program?**

a) **Newspaper Ads** ☐

b) **Newspaper Feature Articles** ☐

c) **T.V. and Radio Bulletin Boards** ☐

d) **Posters** ☐

e) **FCSS Newsletters** ☐

f) **Newsletters of other Organizations** ☐

g) **Notices in Stores** ☐

h) **Other, Please Specify** ☐

_____

_____

3. To what extent do you believe the FCSS funded projects, other agencies and the community as a whole are aware of and knowledgeable about the local FCSS program and services? (Please respond on the scale provided for each group - *1 unaware, 2 somewhat aware, 3 aware, 4 very aware.*)

a) FCSS funded projects

1 2 3 4

b) Other agencies

1 2 3 4

c) Community as a whole

1 2 3 4

Please add any comments you wish.

_____

_____

_____

4. What were the top 5 priorities for F.C.S.S. funding over the past 5 years?

_____

_____

_____

_____

5. What are the 5 current priorities for F.C.S.S. funding in your community?

_____

_____

_____

_____

6. What do you expect to be the three main social concerns for which there will be a growing demand for services in your area over the next 5 years?

_____

_____

_____

_____

(Please use continuation sheet if necessary and number accordingly.)

7. How do you identify new service needs in the community? (Please check more than one if appropriate.)

a) Hold planning meetings with other service providers. ☐

b) Participate in other regional coordination/liaison processes. ☐

c) Conduct needs assessments and/or other surveys. ☐

d) Obtain informal feedback from

- boards ☐
- local projects and staff ☐
- project users ☐
- general public ☐

e) Other (please explain). ☐

_____
_____
_____
_____
_____
_____

8. How does FCSS contribute to the well being of the community other than through funding of specified projects. Please choose more than one if appropriate.

a) coordination and liaison (please explain) ☐

_____
_____
_____

b) community development (please explain) ☐

_____
_____
_____

c) workshops and training (please explain) ☐

_____
_____
_____

d) other (please explain) ☐

_____

_____

_____

_____

B. ACCOUNTABILITY

9. Do you require the projects you fund to disclose any information over and above that required by the provincial auditing and annual report requirements? (Please check more than one if appropriate.)

a) Financial information (please explain). ☐

_____

_____

_____

_____

b) Program standards (please explain). ☐

_____

_____

_____

_____

c) Staffing information (please explain). ☐

_____

_____

_____

_____

d) Evidence that they are continuing to meet an identified community need (please explain how you identify this). ☐

_____
_____
_____
_____

e) Other (please explain). ☐

_____
_____
_____
_____
_____
_____

10. How do you determine whether client needs and/or other project objectives are being met by the projects you fund? (Please check more than one if appropriate.)

a) Through analysis of service statistics. ☐

b) Client satisfaction surveys. ☐

c) Informal client feedback. ☐

d) Through regular site visits. ☐

e) Through examination of project documentation. ☐

f) Project self-reporting. ☐

g) Other (please explain). ☐

_____
_____
_____
_____

11. Please indicate on the following scale the degree to which you believe that citizen views are considered in shaping the projects you fund? *(1 not considered at all, 2 somewhat considered, 3 considered and 4 very thoroughly considered.)*

1 2 3 4

12. Do you have any suggestions for changes to the reporting requirements of the local FCSS Program to the Provincial FCSS Program?

Yes ☐ No ☐

If yes, please elaborate.

_____

_____

_____

C. **STAFFING**

13. Are you experiencing any difficulty recruiting and retaining paid staff?

Yes ☐ No ☐

If yes, please explain.

_____

_____

_____

_____

14. Do you have any additional comments on staffing?

Yes ☐ No ☐

If yes, please comment.

_____

_____

_____

D. FUNDING AND FINANCIAL MANAGEMENT

15. Please indicate what percentage of your 1990 total F.C.S.S. expenditures are made in the following categories.

a)	Administration and Planning	_____ %
b)	Community Services	_____ %
c)	Family Services	_____ %
d)	Home Support	_____ %
e)	Youth Services	_____ %
f)	Out-of-School Care	_____ %
g)	Other Children's Services	_____ %
h)	Senior Citizens	_____ %
i)	Other (Please Specify)	_____ %
	Total	100 %

_____

_____

_____

16. Many municipalities invest in services that would normally fall within the range of acceptable FCSS services, but do not use FCSS funds for these services.

a) Please indicate if your municipality practiced the above in 1990.

Yes ☐ No ☐

b) If yes, please list those services and the amount expended in 1990.

SERVICE	$
_____	_____
_____	_____
_____	_____
_____	_____

c) Do you attempt to recover some of these expenditures through a separate claim to the Canada Assistance Plan (CAP) through the province?

Yes ☐ No ☐

d) Please advise which of these separate services and the amount which has been claimed or are projected for claim, for 1990.

SERVICE	$

17. Do you have any comments to make on funding?

E. ADMINISTRATIVE AND ORGANIZATIONAL ARRANGEMENTS

18. Check all of the following statements that describe the nature of your relationship to FCSS funded projects and other (non-FCSS funded) community projects.

	FCSS Funded Projects	Non-Funded Projects
Development of a common understanding of community needs and issues.	☐	☐
Identification of gaps in community service.	☐	☐
Identification of actual and potential service duplication.	☐	☐
Identification of service alternatives and available resources.	☐	☐
Participation in joint program planning and development.	☐	☐
Impact of FCSS services on other agencies and organizations and vice versa.	☐	☐
Purpose and role of the FCSS program.	☐	☐
Role, mandate, services and resources of related agencies and organizations.	☐	☐
Others?		
_____	☐	☐
_____		
_____	☐	☐
_____		

19. Approximately how many contacts have you had with the provincial FCSS consultant in each of the following categories over the past year?

a) Personal _____
b) Telephone _____
c) Written _____
d) Other (please describe) _____

_____
_____
_____
_____

20. What specific topics have you and the consultant addressed within the last year? (Please check more than one if appropriate.)

a) program content topics ☐

(please explain)

_____
_____
_____

b) fiscal topics ☐
c) administrative/organizational topics ☐
d) communications topics ☐
e) board operation ☐
f) board/staff roles and relationships ☐
g) board/council roles and relationships ☐
h) interpretation of the Act and Regulations ☐

i) local planning tools ☐

j) launching new projects ☐

k) monitoring local programs ☐

l) launching new FCSS Program(s) and board(s) ☐

m) volunteer issues ☐

n) local fundraising ☐

o) other (please explain) ☐

_____

_____

_____

_____

21. In general the consulting services from the consultant have been:

More Than Adequate ☐ Adequate ☐ Less Than Adequate ☐

Please indicate what changes, if any, you would make in the consulting services.

_____

_____

_____

_____

22. In general have you received:

More Than Adequate ☐ Adequate ☐ Less Than Adequate ☐

services from FCSS headquarters (provincial unit)?

What changes, if any, would you make to services from the FCSS provincial unit?

23. Are there other topics that the consultant would/could not address?

Yes ☐ No ☐

If yes, what were they?

24. Please add any other comments you would like, for example, what changes if any would you make to FCSS?

Thank you for completing this questionnaire.

FAMILY AND COMMUNITY SUPPORT SERVICES REVIEW QUESTIONNAIRE

PART II: F.C.S.S. PROJECT/AGENCY QUESTIONNAIRE

INSTRUCTIONS:

This questionnaire consists of two parts.

Part I: Should be completed for the F.C.S.S. Program Administration as a whole.

Part II: An individual copy of Part II should be completed for each Project funded by the F.C.S.S. Program.

Funded projects are requested to return the completed questionnaire in the enclosed envelopes directly to Hilltop House. Part I and Part II questionnaires must be returned by May 30, 1991.

PART II: F.C.S.S. PROJECT/AGENCY QUESTIONNAIRE

Name of F.C.S.S. Project: _____

Name of F.C.S.S. Program Funding this Project: _____

Position of Person(s) Completing Questionnaire: _____

1. **Please indicate which of the following services you provide to clients of your project (please check more than one if appropriate).**

a)	Counselling	☐
b)	Recreation	☐
c)	Informal Education (workshops, seminars)	☐
d)	Family Services	☐
e)	Home Support	☐
f)	Youth Services	☐
g)	Out-of-School Care	☐
h)	Other Children's Services	☐
i)	Services to Seniors	☐
j)	Other (please describe)	☐

_____

_____

_____

_____

2. **What age groups do you serve?**

a) **1 - 5 Years** ☐

b) **6 - 11 Years** ☐

c) **12 - 16 Years** ☐

d) **17 - 21 Years** ☐

e) **22 - 34 Years** ☐

f) **35 - 64 Years** ☐

65+ ☐

3. **To what extent has the FCSS Program enabled your project to meet its objectives? (Please respond on the scale provided - *1 not at all, 2 somewhat, 3 adequately, 4 very adequately.*)**

1 2 3 4

Please explain.

_____

_____

Please add any suggestions for improvement.

_____

_____

4. Are there criteria your clients must meet to be eligible for your service? (Please check more than one if appropriate.)

a) means test, i.e. income and assets (if yes, please describe below) ☐

_____

_____

_____

_____

b) income test only (if yes, please describe below)

_____

_____

_____

c) non-financial eligibility requirements (if yes, please describe below)

_____

_____

_____

d) none of the above (please explain)

_____

_____

_____

_____

5. Are the clients of your project required to pay a service fee?

Yes ☐ No ☐

If yes, how much? _____

Please comment if you wish.

_____

_____

Do you expect to increase fees in the future?

Yes ☐ No ☐

Please comment if you wish.

_____

_____

6. On average, how much of the demand for your service are you able to meet?

a) 0 - 25% ☐

b) 26 - 50% ☐

c) 51 - 75% ☐

d) 76 - 99% ☐

e) 100% ☐

If less than 100%, please describe any constraints.

a) financial

_____

_____

_____

b) non-financial

_____

_____

_____

7. Are there service waiting lists or service delays?

Yes ☐ No ☐

If yes, about how long are the average waiting lists or delays?

About _____ day(s) or _____ month(s)

8. If you anticipate a change in service demand over the next five years, which of the following services are likely to increase or decrease?

		Increase	Decrease
a)	Counselling	☐	☐
b)	Recreation	☐	☐
c)	Informal Education (workshops, seminars)	☐	☐
d)	Family Services	☐	☐
e)	Home Support	☐	☐
f)	Youth Services	☐	☐
g)	Out-of-School Care	☐	☐
h)	Other Children's Services	☐	☐
i)	Services to Seniors	☐	☐
j)	No Change Anticipated	☐	☐
k)	Other (please explain)	☐	☐

_____

_____

_____

_____

_____

_____

9. What factors will most influence any change in service demand which you may have indicated in #8? (Please check more than one if appropriate.)

		Increase	Decrease
a)	population changes	☐	☐
b)	economic changes	☐	☐
c)	changes in family structure	☐	☐
d)	changes in local priorities	☐	☐
e)	other social changes (please explain)	☐	☐

_____

_____

_____

f) other (please explain)

_____

_____

_____

_____

_____

10. How do you determine whether or not clients' needs are being met by your service? (Please check more than one if appropriate.)

a) needs assessments ☐

b) client satisfaction surveys ☐

c) informal client feedback ☐

d) staff reports ☐

e) other (please describe) ☐

_____

_____

_____

_____

11. At what point of the year are you required to report to each of your funders?

Funder	Point of Year
_____	_____
_____	_____
_____	_____
_____	_____

12. Do you have any comments you wish to make about FCSS funding?

_____

_____

_____

_____

_____

_____

_____

13. Do you wish to make any changes to your current reporting relationship to the local FCSS Program?

Yes ☐ No ☐

Please explain.

_____

_____

_____

_____

_____

_____

14. Do you work with other non-FCSS organizations, agencies, and/or government departments? (Please check more than one of the following if appropriate.)

a) non-FCSS funded agencies ☐

b) provincial government departments ☐

c) municipal government departments ☐

d) community groups ☐

e) federal government ☐

f) other ☐

15. If you checked any of the above in #14, please list up to five groups, organizations and/or departments that you work with on a regular basis.

_____

_____

_____

_____

_____

_____

_____

16. Do you have any other comments you would like to make, for example, what if anything you would change about the provincial FCSS Program?

APPENDIX C

C-1: Analysis of Briefs

C-2: Analysis of Questionnaires

C-3: Analysis of Community Meeting Results

C-4: Interview Findings

C-5: Prevention Legislation in Canada, Inter-Provincial Comparison

C-6: Materials Reviewed

APPENDIX C

FINDINGS: SERVICES, NEEDS AND DIRECTIONS

Chapter One detailed the various consultation strategies employed by the Review Panel to solicit views, facts and suggestions. The Panel relied heavily on what they heard through these strategies, in their analysis and resulting recommendations. This appendix provides a summary of the major findings.

C-1: Analysis of Briefs

C-1. ANALYSIS OF BRIEFS

The Review Panel invited briefs from a broad audience that was directly or indirectly impacted by F.C.S.S., including F.C.S.S. boards and administrations, F.C.S.S. funded and non-funded agencies, and organizations and associations concerned with family and broad human services.

A total of 183 briefs were submitted and analyzed. The presentation of the information in this chapter follows the issues that were outlined in the Review Panel's Terms of Reference.

A. Mandate of Family and Community Support Services (F.C.S.S.)

The findings regarding mandate are as follows:

i) Scope

- The mandate of F.C.S.S., as currently articulated in the F.C.S.S. Act and Regulation, encompasses a broad variety of service activities and community initiatives. Briefs called for a more concise, clarified mandate, as well as for a continuation of the flexibility which enable F.C.S.S.' local programs to meet the needs that are determined by the community.

- All briefs argued that the key tenets of F.C.S.S., i.e., voluntarism, local decision making, prevention, community development, coordination, cooperation and flexibility were relevant and should continue into the future. F.C.S.S. is viewed by the majority of presenters as a very positive, cost-effective program. It allows communities to establish services to meet local needs and is suited to both large and small municipalities.

- Briefs clearly pointed to the importance of the changes and trends in society over the last ten years and highlighted those that could be expected, in the future, to impact the mandate and the environment within which F.C.S.S. operates. Examples of these trends include, family violence, family composition, poverty, the aging of the population and deinstitutionalization, among others.

- Prevention, as a concept and fundamental underpinning of F.C.S.S., was addressed by the majority of the briefs, in a variety of ways. Numerous briefs put forward the view that the concept of prevention "is ambiguous and subject to many different interpretations, which makes it hard to establish which activities are appropriate to F.C.S.S.". There are repeated calls for clarity and a mutually developed definition of prevention.

ii) **Prevention**

Some briefs suggested that the "important element in prevention is to provide the range of services, specific to the problem, at the earliest possible opportunity". Others define preventive social services as the "provision of a people-oriented, helping process that enables people to overcome problems or barriers which are harmful and are inhibiting (if not prohibiting) healthy and productive living....". Others speak of programming on "a wide spectrum of a prevention scale...from primary through secondary and into tertiary". Primary is described as being intervention prior to family or personal breakdown; secondary occurs after some minor dysfunction in the target group and tertiary is the programming provided to groups or individuals who have already experienced a significant breakdown in the family, their personal lives, the school setting or the community.

Briefs expressed the concern that F.C.S.S. may end up providing more and more of the tertiary programming, as government tightens policy and/or funding. Another brief contended that F.C.S.S. has failed to distinguish promotion from prevention and should distinguish between prevention at the primary, secondary and tertiary levels of intervention.

One brief supported a definition of "prevention which encourages intervention at the earliest possible stage, to avert the occurrence or the worsening of personal and family breakdown". Further, this brief suggested that "any service which empowers and enables individuals or families to more fully and effectively participate in their family and community life can be termed to be preventative."

Prevention generally was viewed as an investment in people and cheaper than rehabilitation.

There is a call by another brief to more clearly define the F.C.S.S. mandate; i.e., to call the program Preventive Social Services, distinct from rehabilitation, health, education and recreation services. This brief suggested that such a definition should include several elements, specifically:

- developing awareness of social needs;
- developing interpersonal and group skills which enhance constructive relationships between people;
- providing opportunities for social networking and relationships;
- assisting people and communities to assume responsibility for decisions and actions which directly affect them;
- providing short term supportive services, which are not otherwise available in the community; and

- providing those support services which clearly keep people out of long term rehabilitation programs and institutions.

A number of briefs called for the F.C.S.S. mandate to be expanded to include counselling.

Another brief put forward a "promotion mode" and an "intervention mode" view of prevention. As a counter-view to the majority support for the prevention mandate for the F.C.S.S. program, "...there can never be sufficient fiscal and human resources within F.C.S.S. to prevent the great number of problems of modern community life. Community development, the predominant strategy of F.C.S.S., may be inappropriate in preventing anything and is perhaps best suited to creating potential within a community. Many of the tensions within the present structure of the F.C.S.S. program may be alleviated and, indeed, the overall effectiveness of F.C.S.S. enhanced, with a rethinking of the way we, (the people in F.C.S.S.) look at the world." This brief recommended replacing the cornerstone of prevention with "promotion", as in "moving towards a state of enhanced well-being." It also recommended channelling F.C.S.S. mechanisms of voluntarism and community development into enhanced community health. Some municipalities feel that F.C.S.S. should not be problem/demand driven. Some feel that a shift in focus away from problems and towards the promotion of a nurturing community environment may be appropriate.

It was noted, in many briefs, that differing definitions of prevention and differing views of preventive programming result in "confusion from community to community and create a lack of consistency of what preventive services are available to Albertans." There is a perceived need to balance equity in service access across the province with local decision making.

The overwhelming majority of briefs are strongly supportive of prevention as a cornerstone of F.C.S.S. and believe that a preventive focus to programming is much more effective than a rehabilitative focus.

iii) Mandate of F.C.S.S. in Relation to Other Service Mandates

The Terms of Reference call for the Review Panel to address the inter-relationships of F.C.S.S. with other service mandates. The majority of briefs presented perspectives on this topic. The major points are summarized as:

a) Impacts of Reduced Government Programming

- The mandate of F.C.S.S. needs to be more clearly defined in the areas of counselling, home support services, and crisis line services. Since several government departments have reduced funding (e.g., Mental Health), F.C.S.S. programs have responded to meeting the needs and are often the only service agency involved.

  Several briefs argued that F.C.S.S. should not become the dumping ground, as other departments define their mandate, focus and funding. One brief stated that, "the lack of funding for counselling, the reduction in Mental Health Services and the 'less intrusive' mandate for Child Welfare has created a demand on F.C.S.S.". Briefs argued that this ever-expanding role for services has placed great financial demands on F.C.S.S. and that F.C.S.S. may be funding more projects that are directed to rehabilitation and therapy, leaving prevention as a lower priority.

b) Relationship to Home Care

- There are a number of calls in the briefs for a more fully coordinated and adequately funded Home Care system. This issue is often tied to the need for better coordination between the social services and the health care systems.

c) Relationship to Recreational Programs

- The current requirement that F.C.S.S. not be used to support recreational programs was addressed by several briefs that were submitted by seniors' organizations. They argued that to disallow funding recreational projects reflected a misunderstanding of the importance of a seniors' club or drop-in centre to the well-being of seniors.

d) Relationship to Child Care

- Several briefs indicated that there was a great need for an increase in funding for Out-of-School Care. The establishment of a new system of funding for Out-of-School Care is recommended in a number of briefs, particularly from urban areas.

- Briefs expressed concern that without the provision of competitive wage and benefit packages, trained staff in Out-of-School Care programs may leave.

- Briefs call for the Province to move Out-of-School Care to a universally accessible, statutory program. "S.E.E.D." money for innovative programs dealing with children over the age of nine years old, when most children are mistakenly entrusted with self-care (and many with the care of younger siblings) should be available across the province. One brief indicated that, "as a temporary measure, we support the Inter-Municipal Task Force (1985) on Out-of-School Care's recommendation that separate, open-ended funding be established outside of the present per capita funding of F.C.S.S., to meet this need". Also the need to address standards for Out-of-School Care appears paramount.

- There are also calls for a co-operative approach to needs identification and service provision between the Department of Education and Family and Social Services. As well, there were calls for program and funding policies that would allow school boards to work in close collaboration with F.C.S.S.

- One brief recommended that, "F.C.S.S. work, at all levels, to help make flexible child care requirements for farm children a reality".

iv) **Inter-Relationships of Provincial Government Roles and Their Impact on the Mandate of F.C.S.S.**

Several briefs indicated that there is a perceived overlap and/or split responsibility for the services provided through F.C.S.S. and other government bodies; for example, Family Life and Drug Abuse Foundation and the Premier's Council in Support of Alberta Families. There are calls for the clarification of the role of these new agencies and a desire to see more consultation with local programs and agencies, prior to the implementation of more new provincial initiatives.

A strong feeling was expressed that new initiatives are being created at a time when F.C.S.S. (with a history and long established infrastructure) is under-funded and underdeveloped. As stated in one brief, "Everyone has been so busy trying to survive on available funding that, to our knowledge, no one has developed a vision of the potential of the F.C.S.S. program. This vision could only be developed through provincial initiative that would bring F.C.S.S. regions and service-providing agencies together, to develop planning and needs assessment processes. It is clear to us, as people who work in the front-lines of preventive social services every day, that there is great potential for development. It remains to define that potential and to determine priorities".

On the matter of deinstitutionalization, it was suggested that the province of Alberta has failed to ensure that local communities have the necessary resources available, both

within and outside of the F.C.S.S. program, to adequately serve those people who were previously served centrally or in institutions.

v) **Profile of F.C.S.S.**

Several briefs commented on the profile of F.C.S.S. and on the difficulty in marketing a provincially diverse program. Briefs recommended that a marketing plan should seek to educate professionals and the community at large. Several briefs suggested that the profile of F.C.S.S. would be enhanced if it reported directly to an Assistant Deputy Minister, Deputy Minister or were established as a separate commission, such as A.A.D.A.C.

vi) **Local Autonomy**

The majority of briefs argued for the continuation of local autonomy, enabling communities to determine their own priorities and needs. Briefs also recognized that many of the issues faced by communities transcend community boundaries and require a more global response.

vii) **Voluntarism**

The briefs strongly support voluntarism as a key tenet, since it enhances community participation in projects and enables a broader range of programming within limited financial resources. The following issues were raised in the briefs, which directly addressed voluntarism:

- There needs to be support for specialized training, as well as recognition of the volunteer effort and compensation for expenses.

- The ongoing availability of volunteers into the future is noted as a concern. This will be impacted by changing lifestyles, the increasing number of women in the work force and the aging of the population.

- The role which volunteers can and should play in service delivery should not be over estimated.

- Volunteers want increased input and control of their volunteer services.

viii) **Community Development**

F.C.S.S. has a critical role in collaborating and cooperating with other service agencies in the identification of needs. It was suggested that its inter-agency role and broad community role should be enhanced.

B. Administration/Organization/Accountability of F.C.S.S. Program

This chapter contains a review of submitted briefs and particularly focuses on administrative issues. The main findings are:

i) **The F.C.S.S. Partnership**

The partnership may consist of the F.C.S.S.A., the F.C.S.S. Unit, the Directors, the Boards and the volunteers. It is suggested that a process be put in place to enhance communication and working together among the partners.

ii) **Role of Provincial Consultant**

One brief, which seems to summarize the views of a number of submittors, states, "The role of the F.C.S.S. consultant is vital to the success of the program. The consultants provide valuable guidance to municipal councils, boards and staff in dealing with issues that arise in the community. They also serve as an important link to the provincial office."

It is noted that the roles and responsibilities of the program staff are "very well defined, both by the Act and through the local by-laws and job descriptions used."

There is some feeling that more frequent visits from the provincial consultants, including time spent with the staff, would be useful. This is related to the often expressed view that there is a need for more consultants and/or smaller regions of responsibility. It is suggested that the provincial consultants 'watch-dog' local programs, with definite powers to recommend non-payment of grants for those programs that do not meet the criteria of F.C.S.S. policies.

iii) **Municipal/Local Authority Roles**

One brief reflected a view noted in several briefs that, "all local F.C.S.S. Boards should be Management Boards, with local councils at arms length. Only in this way can the ideal of local autonomy in F.C.S.S. programming be upheld and not subverted to opportunistic politics. It is a very real problem when there is an attempt to use

F.C.S.S. programs as political capital. This is probably one of the major problems at the local level."

Another suggested that the local community should be held totally responsible for the administration of F.C.S.S. programs. There should be minimal reporting to provincial government authorities. There seems to be general support for the reporting system to be streamlined and less burdensome.

iv) **Annual Report Form**

The concern was raised by many that the annual report is too cumbersome, particularly for smaller agencies. Some suggested that "reporting needs to fit the projects," and that one way is to specify the categories of information required in annual reports, leaving the actual format of reports to each project or authority. The forms need to be simplified to make it easier for the volunteers completing them. The annual report must be concise and written at a high school comprehension level.

There is also the suggestion that reports could be approved, on a regional basis, by the regional consultant, who would then have a better idea of each program's situation. The consultant could then compile regional statistics. It was also suggested that data from annual reports flow back to the individual F.C.S.S. programs.

v) **Centralization/Decentralization of Consulting Staff**

Briefs supported the decentralized F.C.S.S. staff arrangement. It was argued that it does make economic sense, to have the staff more centralized in the rural areas, because the smaller projects respond to smaller numbers of clients.

Another point of view is that "initially the consultants were not decentralized and one phone call would result in a response to any question. With decentralization and the loss of consultants, this connection is not as strong". This brief called for more consultants, with more workable areas, if they were to continue to be decentralized.

vi) **Local Agency Accountability**

It is suggested that strengthened accountability measures be put in place to ensure dollars are being used for preventive social services, as legislated through the F.C.S.S. Act and Regulation. There should also be outcome measures to evaluate the impact of F.C.S.S. projects.

Programs must be cost-effective. Special consideration should be given to expanding community programs that have proved that they can fund-raise and operate efficiently

on their own. Also, the focus should be on facilitating community ownership and independence from F.C.S.S. funding. To this end, there should be a progressive reduction of F.C.S.S. funds, except where needed to support program growth.

vii) **Relationship and Role of F.C.S.S. Association**

One submittor noted that, "The F.C.S.S. Association is under-represented in the urban areas. A small rural area can have a representative, while city representation includes only high level city administrators, and city community agencies are excluded from membership."

There was a call for the Provincial Association to work toward becoming "a strong lobbying body to the government, with the end result being to deal directly with the Minister". Another brief, however, suggested that the Board place less emphasis on the political aspect and more on support to member Boards. Political communications should be the sole prerogative of the F.C.S.S.A. Board, which should function more tightly.

The point was also made that Association representatives be better positioned on committees, according to the needs of the Association rather than the preferences of the representatives. Also, the F.C.S.S.A. should provide training on Board meeting procedure.

It was further recommended that the number of representatives be increased to better meet the concerns of the region.

viii) **Service Delivery Organization and Responsibility**

One brief recommended that F.C.S.S. be situated within the Department of Family and Social Services in such a way that F.C.S.S. would have its own Assistant Deputy Minister. It also recommended that Section 8 of the F.C.S.S. Act and Regulation should include, under the section "Program Components," the words: "provide a function of community advocacy on locally identified social needs."

C. Funding and Financial Management

Many briefs focused on funding. They discussed the difficulties of meeting the increasing demand and costs for preventive and rehabilitative services, both in rural and urban areas, and the need to clarify what the new mandate for F.C.S.S. should be, in the face of new societal changes and what price tag that they may carry.

i) **Rural and Urban Funding**

As a whole, F.C.S.S. programs recognize that the differential services for rural areas makes some sense, in view of the limited economies of scale and the long distances. However, the current arrangements are not seen to take into account the well-documented fact that common indicators of social dislocation, such as unemployment and poverty rates, are usually higher in cities than in rural communities. It is also commonly understood that problems arising from the lack of appropriate social support networks occur more often in urban centres.

Urban centres argue that the reduced per capita funding formula for municipalities is inadequate to support the social planning and coordination needs of mid-sized to larger municipalities. One urban brief noted that, "with the majority of Albertans living in urban centres, the current per capita grant is not adequate for the breadth of services needed. Urban crime is on the increase. Abuse of women and children is acute. The movement of ethnic populations into urban centres is changing the face of the urban community. These are a small sample of problematic areas that need attention, and while not exclusive to urban centres, they are creating accelerating urban problems."

The brief noted that 71 percent of the population served by F.C.S.S. agencies currently live in urban areas, but only 62 percent of F.C.S.S. funding goes to these areas. The formula "needs to be reformed to reflect this (high social dislocation) factor, especially in the case of Edmonton, which acts as a catchment area from the whole of Northern Alberta, as well as much of Northern Saskatchewan and the Northwest Territories."

Those who want to maintain the rural/urban funding distinction point out that rural people should be able to access the same or similar types of services in rural areas as are available in urban areas. In addition, if these services are available in rural areas, the demand on urban services (from rural residents) would decrease. It is argued that if rural areas are to provide comparable services, distinction in rural/urban funding must be maintained.

Costs are greater in rural areas, for a number of reasons: distances require greater travel expense; economies of scale raise costs in rural areas, where services may serve fewer people; recruiting and retaining professionals is often more difficult in rural areas, requiring financial incentives for these professionals.

These conditions seem further exacerbated in remote and isolated communities, which are presented as requiring special funding consideration. It is noted that definitions of remote communities have been successfully applied to other government programs, and that through F.C.S.S., vital preventive services can be offered, which will result in long term reductions in treatment and institutional costs in these communities.

As an alternative to the rural/urban funding distinction, an urban brief proposes that a "two-stage per capita funding formula, based on community needs, be established. Under this system, high needs communities would be identified by existing measures of social disorganization (such as rates of social assistance, unemployment, infant deaths, child protection, suicide). The communities in the highest quartile, for example, would be deemed to be "high need" communities, and would receive a per capita allocation substantially higher than that of other areas."

Judging from the varied arguments presented in the briefs, the matter of rural/urban funding distinctions seems to remain a challenge.

iii) **Planning and Administration Funding Formula**

Two main concerns that were frequently raised regarding the Planning and Administration funding formula were: limited administrative funds have a negative impact on the ability of programs to find and sustain qualified staff; and the planning and administrative funding formula works against regionalization of F.C.S.S. programs.

As one brief puts it, "a large portion of Administration and Planning funding goes to salaries. In small communities, that salary is usually for a 'director' who performs not only administration and planning functions but programming functions as well. The failure of the government to provide for Administration and Planning funding increases has placed an arbitrary limit on salary levels, which is inconsistent with the average salary levels for the type of work an F.C.S.S. director performs."

With regard to the impact of the Planning and Administrative funding formula for regionalization, there is a concern that "the existing Administration and Planning grant discriminates against the formation of regional programs.

In the opinion of some, "the two-tier funding structure for administration/planning and F.C.S.S. programs must be reevaluated and simplified. Too much time, it is felt, is used in deciding whether an expense is a legitimate administrative or program cost. With the real loss in value of administration/planning funding of 40 - 50 percent, the province is encouraging 'creative bookkeeping' practices. This creates both ethical and legal dilemmas."

Most briefs seem to support the current separation of Administration and Planning funds from program costs, to "protect program dollars from erosion by increasing administration costs." Other briefs (particularly from urban centres) recommend that, "a single per capita grant be provided which incorporates both Administration and Planning and F.C.S.S. programs."

iii) **Deficit Funding and Surplus Retention**

Virtually all those commenting on deficit funding and surplus retention were of the opinion that the current practice of deficit funding promotes a "spend it or lose it" attitude which then may lead to F.C.S.S. dollars being used in ways that do not necessarily maximize the effectiveness of the program.

One brief noted that programs should be allowed to retain surpluses, up to a specified percentage of the provincial grant, as this system exists with Health Units and it encourages efficient planning.

Some said the current view on surpluses and deficits is one that is based on annual thinking, without regard to longer term planning. Besides, surpluses and deficits occur for a variety of reasons. Surpluses can arise through fastidious management/administration, staff turnovers and unexpected revenues. Deficits can be caused by unexpected expenditures and unexpected loss of revenue and not simply by poor management decisions.

Many of the briefs indicated that any surplus from a F.C.S.S. authority should remain within that authority, to help initiate innovative programs or simply to remain as a contingency fund for ensuring the ongoing viability of all agencies. "Failure to have sufficient operating funds set aside to provide the necessary resources (when, for example, new premises are needed, an employee must be terminated and be paid in lieu of notice, or when a funder is no longer able to provide ongoing funding) seriously threatens the financial viability of an agency. This lack of financial foresight could unduly expose the members of the agencies' boards of directors to claims. F.C.S.S. must not only enable agencies to create a contingency fund; they should make it mandatory, as a good business practice, to ensure the protection of the staff, volunteers and the public that makes use of the agencies' services." The concept of deficit financing, or zero budgeting, means insecurity for the volunteer organization--the client, the volunteer, the employee and the volunteer director.

Many of the F.C.S.S. programs support the development of a policy that permits retention of reasonable surplus dollars for a period of 3 to 18 months. In order to ensure the accountability of F.C.S.S. funds, a ceiling amount or "a maximum retention of surplus dollars, based on an appropriate percentage of the budget, could be set."

A recommendation that was made by several submissions is that those allocated F.C.S.S. dollars that are not expended by F.C.S.S. programs be pooled in an account designed for "Innovative Projects" and these dollars would be allocated on a grant basis, by a committee struck by the Province.

Many would prefer this option, as opposed to putting money back into the provincial general revenue account, as these funds had been earmarked for community prevention services and should be spent for prevention.

iv) **Inflation**

Virtually all the briefs that dealt with funding also mentioned the negative effect that inflation has had on their ability to provide an adequate level of services. Erosion of funding resources, due to inflation, is said to have resulted in the available purchasing power of current funding being less than a decade ago.

In one urban centre, since 1981, when the per capita grant was established at $10.00, the cumulative effect of inflation has eroded the current $12.80 grant to less than $8.00 in 1981 constant dollars. One brief suggested that there is a need for an additional $3.20 per capita for 1991/92 and inflation indexing thereafter, as well as an annual 1 percent increase for innovation and growth.

It is reported that the reduced effective level of funding is negatively impacting, among other things, the overall ability of agencies to recruit and train volunteers. This is an important observation, since volunteers have a large impact on F.C.S.S.' cost-effectiveness.

v) **The 80/20 Formula**

Many municipalities commented on the 80/20 formula and on the nature of the municipal 20 percent.

Attempts on the part of municipalities to deal with the reduced purchasing power of current funding has led to changes in the 80/20 funding formula, with municipal contributions being well beyond the 20 percent level. Because of the reduced purchasing power, there has been a demand, in one urban centre, for substantial additional F.C.S.S. expenditures. This has changed the ratio of provincial to municipal support, from 75 percent to 25 percent in 1982, to an estimated 42 percent to 57 percent in 1990. Their brief suggested that a single per capita formula to large urban centres should be implemented immediately, at a minimum of $25.00, to restore the 80/20 balance of provincial support for F.C.S.S. programs.

The dominant view is that the 80/20 formula should not be changed, but some groups feel that a 10 percent municipal and 90 percent provincial formula would be more equitable. Some have said that if the municipal contribution were to increase, it may discourage municipalities from joining, or from continuing with the F.C.S.S. program.

Others feel that the municipality must have a strong financial commitment, in order for the provincial/municipal partnership to be strong.

vi) **Canada Assistance Plan**

A number of groups expressed concern over the Canada Assistance Plan (C.A.P.). As one brief says, "Each municipality that commits extra funds beyond the level of cost-sharing in the F.C.S.S. program has been able to access federal cost-sharing under the Canada Assistance Plan. The provincial Department of Family and Social Services has been accepting claims from municipalities where they exceed the usual F.C.S.S. cost-sharing. In view of the fact that federal authorities plan to restrict cost-sharing under the Canada Assistance Plan to Alberta in the future, municipalities are nervous about the priority that would be given to cost-sharing municipal costs under the Canada Assistance Plan in the future." Another brief recommends that the legislative mandate of the F.C.S.S. Act, which enables municipalities to forward claims for social service costs through the province for cost-sharing under the Canada Assistance Plan, be maintained.

C-2: Analysis of Questionnaires

C-2. ANALYSIS OF QUESTIONNAIRES

Two types of questionnaires were sent out in order to gather specific information on services, administration, interrelationships, and funding within the F.C.S.S. system.

A. Program Administration Questionnaire

F.C.S.S. Program Administration forms were sent to all 146 F.C.S.S. programs in the province. These offices were also sent approximately 1,400 F.C.S.S. Project/Agency/Questionnaires (see section 2B) for each project funded by the F.C.S.S. program. Each F.C.S.S. program was responsible for identifying all funded projects and for ensuring that copies of the questionnaire would be available for each project. F.C.S.S.' programs and funded projects were then requested to return the completed forms directly to the Review office. Seventy-seven of the Program Administration forms and 436 of the Project/Agency questionnaires were returned, representing 52.7 percent and 31.1 percent respectively, of the total number mailed out. This is considered a good rate of return especially considering that many respondents had also submitted briefs. A copy of the questionnaires is included in this appendix as B-2.

i) **Mandate**

The majority of F.C.S.S. programs answering the survey indicated that they work with agencies not funded through F.C.S.S. (87%), as well as with a number of municipal government departments (83.1%). Of the groups that they work with, Alberta Family and Social Services and the Health Units were those most frequently named. However, F.C.S.S. is also closely connected with the school system at a number of levels (schools, school districts, educational institutions and the Department of Advanced Education). Other organizations named were A.A.D.A.C., Ministerial Associations, the Department of Agriculture, R.C.M.P., Canadian Mental Health, Further Education Council and Alberta Health.

The data provided indicated that the highest level of awareness and knowledge about F.C.S.S. exists at the funded project and other agency levels, but falls significantly in the community as a whole. Some respondents felt that the Province/consultants could be more active in promoting F.C.S.S. Where F.C.S.S. funded services are provided by an agency or group, it is viewed as positive for F.C.S.S. to remain in the background, as this allows recognition to go to the community for their work.

Programs were asked what the top 5 priorities have been for F.C.S.S. funding over the past 5 years, and what the current top 5 priorities are.

The responses were grouped according to the categories provided in the legislation, Section 2 (a), (b), (c), (d), and (e), as follows:

TABLE 1: TOP FUNDING PRIORITIES

	Priorities 1986-1991	Current Priorities
(a) Services that promote the social development of children and their families (such as expending child care; family-school liaison; preschool; toy lending libraries; after school programs; young moms and moms and tots; etc.).	12%	8%
(b) Services that enrich and strengthen family life by developing skills in people to function more effectively within their own environment (such as youth programs; project self-esteem; family life workers; etc.).	34%	42%
(c) Services that enhance the quality of life of the retired and semi-retired (such as home support services; senior services; Meals-on-Wheels; etc.).	26%	21%
(d) Services designed to promote, encourage and support volunteer work in the community (such as volunteer week; information and resource staff; volunteer recruitment and training).	7%	8%
(e) Services designed to inform the public of available services (community development; public education).	20%	21%

Overall, comparing current priorities with the priorities of the last 5 years, it would appear that, in the opinion of the respondents, funding has increasingly been allocated to services strengthening family life (b); promoting volunteer work (d); and informing the public of available services (e). This has occurred at the expense of services promoting the social development of the family and children (a); and services for the retired and semi-retired (c).

Over the next 5 years, respondents expect that the greatest growing demand for services will come in the areas of Support Groups, Personal Development and Services for Seniors, in that order. New service needs are identified largely through informal input from the public, users, staff and boards.

In addition to identifying needs and funding projects, F.C.S.S. also contributes to the well being of the community in many other ways. It is seen as playing a key role in the community, in terms of leadership, liaison and in providing other supports to non-funded agencies.

F.C.S.S. is seen as enhancing community development, by providing assistance and support to the community organizations and by becoming involved in the direct

planning and delivery of services. It also participates in community events and public education, through workshops and training.

ii) **Organization and Administration of F.C.S.S.**

The questionnaire asked whether funded projects were required to disclose more information than was required by provincial audits and annual reports. Respondents indicated they were required to provide more information on:

Finances - 80%
Program Standards - 67%
Staffing - 56%
Program Relevance - 67%

Program relevance (whether community needs and program objectives are being met) is determined through service statistics, project documentation and project self reporting. Community views are also taken into account in funding decisions.

The majority of respondents (60%) felt that changes should be made to current reporting requirements--particularly that they should be streamlined.

Staffing

Twenty-eight percent of the programs indicated that there were problems with recruiting and retaining staff. The majority of respondents said that they could not afford competitive salaries, especially for professionals. Rural programs face the additional problem of having limited opportunities for staff advancement.

Administrative and Organizational Arrangements

Respondents indicated that F.C.S.S. has a good working relationship with both funded and non-funded projects: to identify needs and gaps in services; to identify alternatives and resources; and to discuss roles and mandates. Programs varied widely in their reporting of the frequency of contact and use of consultants. Two thirds indicated that they discuss administrative/ organizational issues with the consultants, including board operation and board/staff roles and relationships. The majority were quite positive about consulting services and a few indicated a need for more consultants.

Services from F.C.S.S. headquarters were also viewed as positive, with some respondents requesting additional training from the province on the use of F.C.S.S. financial systems.

Three main needs were identified: a) clarification of the goals and objectives of the program (including a definition of prevention); b) resolution of some financial issues, such as surplus retention and the administration formula; and c) simplifying the reporting requirements.

iii) **Funding and Financial Management**

Respondents indicated the breakdown of their budget spending according to the following categories:

a) Administration and Planning; b) Community Services; c) Family Services; d) Home Support; e) Youth Services; f) Out-of-School Care; g) Other Children's Services; h) Senior Citizens; i) Other.

The breakdown is as follows:

TABLE 2: BUDGET SPENDING

Proportion of Budget	Categories								
	a	b	c	d	e	f	g	h	i
0% to 25%	-	90.8	88.2	77.6	96.1	97.4	98.7	90.8	93.4
25% to 50%	87.9	9.2	10.5	17.1	2.6	1.3	1.3	9.2	6.6
51% to 75%	9.1	-	-	3.9	1.3	1.3	-	-	-
76% to 100%	3.0	-	1.3	1.3	-	-	-	-	-
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Frequency Missing	44	1	1	1	1	1	1	1	1

General comments provided by the programs on the issue of funding focused on such things as the effects of inflation on current levels of funding; per capita grants; administration portion of budget etc. However, they are all interconnected, as they all seem to result in a request for additional funding.

Inflation and the inability of funding to keep up with it, is perhaps the most frequently mentioned problem. Second, is the lack of sufficient funding in the Planning and Administration portion of the budget, and third, is the need to increase and/or review the per capita model of funding. According to some, the fact that programs are funded on the basis of town population has created inequities, in terms of the services provided to some areas. Some indicated that they wanted the province to ensure equity funding on basic programs, and to recognize the different funding requirements that rural areas

have. Finally, programs commented on the issue of surplus retention and on the need for programs to access surplus funds that are currently returned to the province.

B. Project/Agency Questionnaires

Project/Agency Questionnaires were sent out to the administrators of 1,400 projects. There were 436 returned, or 31.1 percent. A 30 percent response rate is typically considered acceptable in surveys of this kind.

i) **Mandate–Service and Client Profile**

F.C.S.S. project coordinators were asked which services they provided. The responses to this particular question should be treated with some caution, because some respondents specified services under j, "Other", that should have been checked under a - i. Given that, the data is presented here:

Services Provided	% of Responses
a) Counselling	33.0
b) Recreation	26.0
c) Informal Education (workshops, seminars)	49.8
d) Family Services	27.8
e) Home Support	20.4
f) Youth Services	27.3
g) Out-of-School Care	9.6
h) Other Children's Services	29.8
i) Services to Seniors	28.9
j) Other (please describe)	26.1

The age groups served are as follows:

Age Levels	# of Responses	% of Responses
a) 1 - 5 years	191	44.5
b) 6 - 11 years	195	45.5
c) 12 - 16 years	196	45.8
d) 17 - 21 years	197	46.0
e) 22 - 34 years	203	47.3
f) 35 - 64 years	238	55.5
g) 65 +	211	49.2

Judging from the responses, it would appear that the highest number of agencies provide services to the 35 - 64 age group (55.5%); the 65+ follows with 49.2 percent of the agencies. The remaining age groups appear to be served by approximately the same number of agencies (44% - 47%).

ii) **Organization and Administration**

a) Staffing

Staffing, or rather lack of both trained staff and volunteers, is another key issue. Programs indicated that they are generally short-staffed, both in the cities and in rural areas, where it is more difficult to attract staff and where travelling long distances uses up most of the resources. The inability of programs to find trained, professional staff is mentioned as a widespread problem.

b) Accountability

When asked how they determine whether or not clients' needs are being met, the vast majority of the programs (91.7%) indicated they elicit informal feedback from clients. Slightly more than half of the respondents also have a system in place to document client satisfaction (such as a survey questionnaire, etc.); 62.4 percent make use of staff reports (either written or verbal).

Most of the reports that are submitted to funders are due at the end of each quarter, with the highest number due in December (end of calendar year) for municipal funding and at the end of March (end of the fiscal year) for provincial funding.

When asked about what changes were desired to their current reporting relationship to the local F.C.S.S. program, respondents commented on the need for streamlining the entire reporting process. First of all, forms and budget information should be 'standardized' and streamlined/simplified. They would like F.C.S.S. to develop a system by which necessary information is shared and transmitted among the various funding sources so, that duplication is avoided.

Respondents also mentioned that they would prefer to have the Province and municipalities use the same time frame for reporting (i.e., operating and fiscal year should coincide with the calendar year, becoming the official budget reporting year).

Finally, a number of programs felt that quarterly reporting is too time consuming. They did not suggest an alternative time frame. However, many indicated that they would like more opportunities to meet formally and/or informally with Board to discuss issues and clear up any questions that may arise about the program.

c) Agency Collaboration

The Program Administration questionnaire responses showed that F.C.S.S. agencies and programs work with a number of other groups and/or government bodies on a regular basis. Community groups and provincial government department are among the most frequently mentioned contacts, with 64.3 percent and 62.5 percent respectively. When asked to list up to five groups or organizations that their programs work with on a regular basis, many hundreds of entries were made. Some of the most frequently noted were:

F.C.S.S. CONTACTS/FREQUENCY

Alberta Family and Social Services	93
Health Units	79
Mental Health	42
Individual Schools	38
A.A.D.A.C.	27
Hospitals	25
Church Groups/Clergy	20
R.C.M.P.	18
Board of Education	17
Further Education	16
Employment and Immigration	14
Parks and Recreation	14
F.C.S.S.	13
Home Care	12
Royal Canadian Legion	12
Lions Club	12

iii) **Funding and Financial Managment**

The vast majority of agencies indicated that F.C.S.S. financial support has enabled them to meet their objectives; however, it is funding that determines what they are offering and if more money were available, they would be able to provide more services.

There were 38 respondents who indicated that funding is adequate. Coincidentally, 38 stated that they relied entirely on F.C.S.S. to fund their activities. F.C.S.S. funding appears to be used for salaries, and, as indicated by a few respondents, for equipment, general program operation, rent, etc.

Respondents to "Other Suggestions for Improvements", commonly called for more funding. They also called for expansion of services, long range funding, larger budgets and less restrictions, additional funding to meet the needs of an aging population, funding being made available earlier in the year, full 100 percent funding from F.C.S.S., fee increases for the inflation factor, and a call for other communities to financially support services and provide subsidies for low-income families.

Eligibility criteria have been established for some services, with 15.6 percent of programs applying a means test and 8.5 percent applying an income test. Fifty percent have no eligibility criteria, and 60 percent charge clients a service fee.

About 35 percent of respondents believe that programs will have to increase user fees in the future. However, it is clear from the comments provided that this is not an option favoured by programs but one they see themselves compelled to adopt, due to such external forces as services delivery costs, new program and other standards, cut-backs in funding, F.C.S.S. requirements and a general increase in demand for services.

a) Service Demand

The demand for services can be met fully by about a third of the respondents. Forty-one percent of respondents indicated that they could meet 75 percent to 99 percent of the demand. Sixty percent indicated there is no waiting list; for the remaining 40 percent most waiting periods are in the 8 - 90 day range.

Regarding financial constraints to meeting service demands, the two largest response groupings were, "lack of funds, not able to address community needs" and "short staffed."

When asked to comment on the non-financial constraints, the respondents mentioned, first of all, the availability of licensed spaces, class size, teacher-student ratios and other licensing issues as major problems. A few programs indicated that they are under pressure to provide services to an increasing number of clients, not only within their own community but also from referrals from other communities. These clients often exhibited severe problems. Some programs indicated that better facilities and equipment are necessary, as well as some specialized kinds of services, such as counselling.

When asked to predict which additional program areas will be the subject of increases/decreases in the next five years, the programs indicated that there would be an increasing demand for the following services: volunteer programs; adult education/literacy counselling for drop-outs; services for the learning disabled; sexual abuse prevention,, crisis lines and the prevention of family violence.

Some projects indicated that there will be an increasing demand for more varied programming, support groups and individual supports. It was also predicted that the role of the agencies would become more complex. More staff networking and training will be required.

Those factors influencing changes in service demand are seen to be population changes (an increasing number of seniors), economic changes (government cutbacks, leaving families to fend for themselves); and changes in family structure (more single parents and teen mothers). Coupled with increasing financial stress, family breakdown, and increasing reporting of family violence and sexual abuse,

these issues suggest that family support services will be a major area of growth, plus services to seniors.

The majority of respondents predicted increasing service demands in virtually all service areas.

When invited to comment generally on F.C.S.S. funding, many respondents reiterated their support for the F.C.S.S. program. They indicated that they appreciated the funding that they are receiving; it is crucial to the operation of their programs. With very few exceptions, the majority felt that funding is no longer sufficient to meet current service demand. An increase in funding would allow programs to address a number of staffing issues (e.g., salary parity, the hiring of relief workers). As well, they could then maximize the use of volunteers, by reducing the amount of time that they have to spend on fund-raising activities.

Finally, a number stressed how important it was for agencies to ensure the long term funding of their programs. they also hope that F.C.S.S. will continue to fund their services in the future.

C. General Comments on Questionnaires

F.C.S.S. programs and agencies feel that they are well tied into their own communities, as well as being part of an effective network of agencies and groups. Although they work with other F.C.S.S. groups, they also feel that they have a good relationship with funded groups and the provincial and federal governments. According to respondents of both F.C.S.S. programs and funded projects, this is due to the high profile that F.C.S.S. directors maintain within their communities and the fact that directors appear to be a well-motivated group, sitting on several inter-agency committees and community boards.

A number of respondents indicated that an important outcome of the review would be to obtain a clearer message, from the provincial government, about the goals of prevention, as well as about an enhanced role for F.C.S.S. within the community. On the issue of accountability, F.C.S.S. programs felt that the system is very sensitive to obtaining good service for their clients. F.C.S.S. boards require detailed information and statistics from their funded projects. They also become quite involved in the actual provision of services.

On the other hand, it was felt that the Provincial Government requirements, with regard to reporting, are too time consuming and not sufficiently flexible to allow them to describe the true nature of the services provided. In particular, reporting appears to be a concern when it has an impact on available staffing resources.

Finally, funding is the one overriding concern of both agencies and F.C.S.S programs. Funding, or rather (in their view) the lack of it, is what prevents them from asking for what they feel is necessary. It will, ultimately, prevent them from responding to the future needs of the community.

C-3. Analysis of Community Meeting Results

C-3. ANALYSIS OF COMMUNITY MEETING RESULTS

A vast amount of information was received during the Panel's days in the 13 communities, through special sessions, focus groups and community dialogues. The information has been presented, following the format proposed in the Terms of Reference for the F.C.S.S. Review.

A. Mandate of F.C.S.S.

The community meetings generally reinforced the information received from the briefs, regarding mandate. This section highlights the additional information and focuses on issues emphasized at the meetings.

Smaller communities have problems that are associated with being part of large geographic areas: scattered and transient populations; lack of services; and resources.

Major urban centres have problems that are associated with large populations: complex social problems; lack of attention to the needs of surrounding areas, in funding allocations.

i) Social Indicators

An issue was raised regarding the number of people in the province who are reportedly going hungry. It was suggested that agencies should be getting together to address this critical issue.

There is also a generally held view that there is a need to look further ahead than next year's budget, in order to deal adequately with an aging population and the impact of A.I.D.S.

ii) Definition of Prevention

Throughout the meetings in the communities, people indicated that the province needs to take a key role in establishing a definition for prevention and a clear mandate for F.C.S.S. However, there is a strong desire to leave some latitude and flexibility for programming and to ensure that any definition of prevention does not hamper one's ability to meet the needs that are identified locally.

Fairly frequent mention was made of the impact that cutbacks in other service areas have made--often resulting in greater expectations for F.C.S.S.. This also calls into question the preventive basis of programming. Widespread concern exists that F.C.S.S. is called upon to fill the gaps and is perhaps, involved in inappropriate areas. The result is that there are never enough dollars for prevention.

Regarding the definition of prevention, several suggestions were put forward:

- Prevention should be defined as intervention, at the earliest possible stage, to avert the occurrence or the worsening of personal and family breakdown;
- Some expressed the view that although F.C.S.S. has a problem with recreation, it is a valid tool for prevention and should be recognized as such; and
- Prevention needs to have more community involvement, because it tends to involve more middle and middle/upper class people. The community needs to be involved. There needs to be a balance.

iii) **Relationship to Other Service Mandates**

There is an almost universal call for a clear mandate for F.C.S.S. and for reduced expectations to provide services which can and should be provided by other areas of government. A commonly held view was that if some of the services that are currently provided through F.C.S.S. were mandated elsewhere, role issues for F.C.S.S. would be significantly reduced (e.g., Home Support, Out-of-School Care).

Regionalization was a frequently noted issue, particularly regarding F.C.S.S.' relationship to other service mandates. There was a call for government to set boundaries which are co-terminus for Health Units, Mental Health, and hospitals. Some concern was expressed regarding the lack of clarity about where Health Units were going in the future and about the impact that their direction will have on F.C.S.S.. Numerous groups called for a better marriage between the social services and health sectors.

The view was expressed that schools are ending up as the place of contact with social services--as major problems are emerging at younger ages. It was also noted that the R.C.M.P. has limited manpower, has nowhere to refer children to and that maybe F.C.S.S. could help in local communities.

There is a commonly held view that Home Support, Meals-on-Wheels, and Out-of-School Care should be removed from F.C.S.S. and become part of a core program, located elsewhere. Groups and individuals called for both a funding and program relationship clarification, and emphasized the need that these services are meeting.

Limited access to Mental Health Services leads to an expectation that F.C.S.S. will provide counselling services. There was a strong demand for more Mental Health Services, particularly in the rural areas.

When identifying F.C.S.S. target groups, the following were commonly noted:

- rural services;
- seniors;
- Native families; and
- youth - particularly those who do not have access to services or funds (as do seniors). There is strong feeling that investing in children is the best strategy.

iv) **Philosophy and Goals of F.C.S.S.**

The following is an overview of the discussion on the desired goals for F.C.S.S.

One overriding view was that F.C.S.S. plays an extremely important role, particularly in small communities, where it is often the only mechanism for service provision. Generally, F.C.S.S. is seen to be even more important for the '90s. Key program elements which should be preserved are the use of volunteers, local autonomy, and coordination and collaboration of services. F.C.S.S. could play an even stronger role in inter-agency coordination. The program is generally viewed as being very visionary and innovative.

The discussions reaffirmed the written comments that mandate clarification is required, but the flexibility to respond as the problems change is also key. It was also cautioned that an increase in demand for municipal F.C.S.S. programs is not a measure of success.

It was noted that it is very difficult to establish the cost-effectiveness of F.C.S.S. preventive programs. It is somewhat easier to do in-services; such as Meals-on-Wheels, Home Support, or, for example, a teen program which resulted in vandalism costs being reduced by more than the cost of the teen program.

Briefly, the following needs and ideas were put forward, in regard to possible F.C.S.S. goals:

- To provide an advocacy role for those without the personal resources to meet their own needs;

- To facilitate linking services to the business community;

- To help decrease institutionalization;

- To encourage the independence of F.C.S.S. - initiated programs, allowing F.C.S.S. to move on to other needs;

- To support the vital role of family;
- To support programs addressing sexual abuse, community awareness and the prevention of family violence;
- To function as a service contact in rural communities;
- To have F.C.S.S.' efforts begin with children (frequently mentioned); and/or
- To enhance F.C.S.S.' community development role.

v) **Relationship with Other Government Organizations**

A number of specific comments were made on the subject of provincial and inter-departmental issues:

- Strong criticism exists regarding the perceived overlap between F.C.S.S., the Premier's Council in Support of Alberta Families and the Foundation for Family Life and Drug Abuse. There is a general call for the government to use the vehicles that are already in place; e.g., A.A.D.A.C. and F.C.S.S., rather than for it to create new bodies.
- There is concern about F.C.S.S. being moved from department to department. Also, F.C.S.S. needs a closer reporting relationship to the Deputy and/or Minister, and/or could function most effectively under a Commission structure.
- There is an overwhelming and intense call for more Mental Health Services, particularly in rural areas. F.C.S.S.' role in providing counselling services is questioned.
- The majority view is that Home Support (social support) and Home Care (health care) reflect two sides of the same coin and that they should be banded together. With both Health Units and F.C.S.S. involved, the delivery of Home Support Services is "fuzzy."
- There is a great need for clarification between the Out-of-School Care program and F.C.S.S., with many calling for a provincial mandate for Child Care program.
- Many see a need for an increased recognition that the most effective programming is with children and that the school systems and F.C.S.S. require a better linkage.

- Many participants called for clarification of the mandates between Alberta Health and Family and Social Services.

vi) **Local Autonomy**

There was a strong desire expressed, on the part of most participants, in seeing local autonomy continue. Local autonomy accommodates the programming differences required by the various municipalities. However, a down side was noted in that local autonomy results in a perception that F.C.S.S. is inconsistent and that it is not providing equitable service access throughout the province. Although there are many calls for mandating some services, most do not wish to see any services mandated within F.C.S.S.. Along with support for local decision making is a suggestion that an appeal process be established.

vii) **Impact of F.C.S.S. Act and Regulation**

A majority of respondents felt that the Act and Regulation are good, but a minority view was that what the Act says and how F.C.S.S. is delivered are different. There is a strong call for increased coordination between levels of government and with agencies. Also, a strong desire was expressed to keep the Regulation enabling, and to not put in restrictive policies. Further, there is a desire to see community development articulated in the regulation.

viii) **Profile of F.C.S.S.**

There was great interest in seeing a higher profile for F.C.S.S.. Among other things, it would increase the number of volunteers and donations. The Provincial F.C.S.S. office was seen as the most appropriate vehicle to help with profile issues. Although F.C.S.S. may not yet have a high or clear profile to the public, what is important is that the professional community know what F.C.S.S. is about. It was also noted that F.C.S.S. should have up-to-date marketing materials.

ix) **Voluntarism**

Overwhelming support was expressed for voluntarism, within F.C.S.S. There is a desire to see more support for volunteers, for items like training, rewards/recognition and compensation for expenses. Recruitment is getting more difficult--parents have less time and fewer housewives are volunteering. It now takes more volunteers to get the job done.

F.C.S.S. is cost efficient, largely because of volunteers, but in certain key areas it is difficult to utilize volunteers. It was reiterated that volunteers augment professionals; they do not replace them.

B. Administration/Organization/Accountability

i) **Provincial Roles**

Family and Social Services is seen to have difficulty maintaining a close relationship with F.C.S.S. However, the services of the provincial consultants are generally seen to be excellent and supportive. The overwhelming view was that consulting services should be enhanced; consultation is especially important in smaller rural communities.

A frequent call was heard for more specialized consulting expertise. Some desire was expressed for assistance with preparing acceptable proposals; with social planning, especially in smaller communities; and with expertise in the evaluation of F.C.S.S. agencies.

ii) **Municipal Authority Roles**

A need was identified for better communication, coordination and planning among municipal authorities and agencies. F.C.S.S. might be able to play a pivotal role in inter-agency cooperation.

iii) **Staffing**

There is support for full-time directorships, anticipating that full-time creates more commitment and clarifies accountability. Also, F.C.S.S. staff turnover causes problems and there is a need to be able to attract and pay for competent people.

iv) **Regional Structure**

It is felt that regionalization can be positive, in terms of economies of scale, but may also erode local autonomy. The general view is that "bigger is less efficient". The decision to regionalize is seen to be best made locally by those at the local level. Several respondents suggested that the monetary disincentive to regionalize should be removed.

v) **Evaluation/Impact of F.C.S.S.**

There were frequent calls for funding of innovative programming, and for research.

vi) **Monitoring and Accountability**

As also indicated in the briefs, there is a frequently expressed desire to have a simpler annual report format, and for the province to provide feed-back on the information contained in the reports.

There are general views that the level of accountability required by the province is too burdensome, and that there is some duplication of checking at the provincial level, when local audits would be sufficient.

vii) **Planning**

There is no real overall desire to see the provincial role in F.C.S.S. change, although some see that the province does not collaborate with the municipalities on major issues. There is a perception, in some communities, that F.C.S.S. is top down and controlling. There is a desire, on the part of municipalities, to have more resources provided by the Department, such as library access and research information.

The F.C.S.S. Association is seen to have a significant purpose, in that it has a more direct line to the Minister. It is seen to be utilized less effectively than it could be. The Association does lobby for the F.C.S.S. Program.

viii) **Service Delivery Organization and Responsibility**

A fairly common view is that models of administration may be too big and, thus, may not be getting to the grass roots level of issues and needs. Some groups may not be able to access or utilize the different types of board structures. There is call for funding to support the small groups that get burned-out, because they do not have funds.

The commission-style of administering the program is often called for, as it would allow for better coordination and collaboration between the province and communities. It is perceived as ensuring a better profile, and would reinforce that F.C.S.S. is a partnership rather than a provincial program.

ix) **F.C.S.S. on Reserves and Metis Communities**

Many participants commented that a need exists for special and/or different programming for native communities. This was also mentioned in the written submissions. It appears that very little, if any, specific exploration or action has occurred in this regard.

C. Funding and Financial Management

As in the written submissions, the overwhelming majority of participants issued a constant call for more funding. Budget restraint, coupled with the economic downturn, means that people will need more help. Current F.C.S.S. dollars are just not sufficient for providing for the current levels of need, let alone other programs or services.

There is a concern that the province will give more money after the review, but will also increase responsibilities. There is call to make sure that the dollars available match the responsibility.

i) **Funding Structures**

The funding process with F.C.S.S. is generally seen to be confusing; a simpler process to allocate funds is required. There are varying opinions as to whether politicians should decide where the money goes--as well to as whether user fees are appropriate. An overwhelming majority agree that there is need for a 3 to 5 year plan.

There were suggestions that coordination between provincial funders be explored. F.C.S.S. was seen as an ideal coordinating body for funding, and that it could work with groups to obtain funding and act as a clearinghouse.

The following recommendations were put forward:

- F.C.S.S. should address its current funding inadequacies in a manner that prevents future erosion.
- Increase per capita allocations.
- The needs of regional programs should be factored into the per capita formula.
- Additional funds should be allocated annually for new and emerging needs.
- There should be a contingency fund, to deal with things like the loss of a funder and other unforeseen items.

The least intrusive means of usage, and means and income-testing should be encouraged, while ensuring that user fees do not inhibit people's ability to access services.

ii) **Per Capita Funding**

Comments on this issue were as follows:

- There was a call for enough per capita funds to allow universal access.
- There are varying opinions about maintaining the per capita discrepancy between urban and rural. Some feel per capita funding is not suitable; for example, northern communities need a dollar adjustment. Others suggested that the per capita be based on the higher need level in urban than in rural areas. Issues related to poverty are seen to be greater in Edmonton than in Calgary.
- The per capita formula is not seen to reflect the need of individual municipalities.
- There is a call, as there was in the written submissions, for an immediate increase of the program per capita grant from $16 to $25 and then for it to be indexed to the consumer price index.

iii) **Rural/Urban Formula**

It is felt, by some, that the rural/urban split is over simplified; isolation should also be a consideration. There is a concern that increases should be based on differing needs and resources. The rural/urban per capita formula is also seen to penalize urban centres that have rural areas within their regional arrangement; the rural population is then paid for at a urban rate.

iv) **Deficit Funding and Surplus Retention**

As in the written submissions, there were calls for allowing surplus' to be carried over in the funding cycle, with a percentage limit, so that long range planning could occur and later deficits could be handled. Deficit financing is seen to undermine the volunteer component and to act as a disincentive for agencies to become creative. Some feel that surplus retention would facilitate capital funding.

v) **Innovative Project Funding**

In the last two years, F.C.S.S. has had innovative grants and it was stated that this has been very effective and that there should be more such funds in the future.

vi) **Planning and Administration Formula**

Most believe that the formula should be fully indexed to the cost of living. As also indicated elsewhere, there is a perceived need for an immediate increase in the Administration and Planning dollars. It is also felt that long term planning is not possible, due to a lack of funding, and that directors' salaries take resources away from research and planning. Collapsing the Planning and Administration formula was also suggested.

vii) **80/20 Formula**

The common view was that the 80/20 split was positive, but that there should be some ability to recognize variation from one community to another, for example, low tax based communities.

D. Financial Management and Reporting

i) **Budget Approval Cycle and Number of Years**

An overwhelmingly common view was that a 2 to 3 year funding commitment would be most practical, as it would allow for effective planning and eliminate the time wasted in reapplying every year. One year funding puts municipal governments in a position where they do not want to try any new programs, since resources are not keeping up with demand, inflation or adequate pay adjustments. Also, the annual provincial announcement of the F.C.S.S. budget is generally seen to be too late to allow for good planning at the municipal levels.

Participants repeatedly called for year to year consistency in reporting requirements. Differences in the funders' fiscal years also make planning and administration difficult for agencies. As well, it is felt that auditing requirements are too onerous. Suggestions were made for quarterly reports and for an annual financial review, not an audit.

ii) **Canada Assistance Plan**

C.A.P. is seen to be very helpful in allowing municipalities to retrieve some of their over-commitment of dollars.

iii) **United Way**

It was noted that many agencies are funded by the United Way and a suggestion was made that there be a closer liaison between F.C.S.S. and the local United Way, in order to develop a reporting format that is suitable to both.

iv) **Salaries and Benefits of Staff and Funded F.C.S.S. Projects**

As has been stated numerous times, in both written submissions and by meeting participants, there is some concern over the low level of staff salaries and benefits, resulting in difficulties in attracting and retaining staff. A few also mentioned that government should stop leading in wages and benefits.

v) **Wait List**

Concern was expressed over the number of areas on the "wait list", and participants called for budget increases to address this.

C-4. Interview Findings

C-4. INTERVIEW FINDINGS

Key informants were interviewed, to gather perspectives and advice on the specific areas identified by the Review Panel. Interviews were held with several groupings, including: former Ministers responsible for F.C.S.S.; government members of the opposition; academics; and officials within Alberta Health and Family and Social Services. Appendix A-2 lists the interviewees.

The interview results are presented in point form and are organized into the major issue categories of the Terms of Reference.

A. Mandate

- Key informants overwhelmingly reaffirmed that the basic tenets of F.C.S.S. are relevant into the future. It was noted that these tenets should be strengthened.
- Flexibility and innovation should be encouraged and supported.
- The majority of respondents understood why the F.C.S.S. community had questioned the establishment of the Premier's Council in Support of Alberta Families and the Foundation for Family Life and Drug Abuse, given the existence of F.C.S.S. and A.A.D.A.C., respectively.
- The mandate of F.C.S.S. is generally perceived as all encompassing, which often leads to confusion and overlap with other services and jurisdictions.
- There is a need to market and enhance the profile of F.C.S.S.
- F.C.S.S. needs to build on the strength and support of volunteers.

B. Organization and Structure of F.C.S.S.

- Strong agreement was expressed that local authorities should continue to determine service priorities, be accountable for resources, and monitor local projects; i.e., there was support for local decision-making and accountability. The majority of interviewees argued for municipal authority to be exercised, within a provincial framework.
- The Provincial Unit should enhance its leadership role in articulating an overall vision and direction for F.C.S.S. However, service eligibility criteria should be determined at the local level to ensure responsiveness to local needs.

- Research devoted to longitudinal studies on prevention should be commissioned and supported on a long term basis, so that the cost-effectiveness of preventive interventions can be argued and supported with data.

- F.C.S.S. should strengthen its coordination and community planning role.

- Networking among smaller F.C.S.S. programs should be encouraged, to enable sharing of funds and resources to better meet identified needs. The focus of F.C.S.S. should be on facilitating the community to help itself.

C. Funding and Financial Management

- Some interviewees argued that additional dollars were not available to meet the apparent increased needs and that the solution is not necessarily increased government funding for F.C.S.S. Others argued that increased dollars were definitely required, to maintain the viability of F.C.S.S. More dollars are particularly required in the urban areas.

- The different levels of government need to find ways of partnering and of converging agendas in order to determine what the most urgent priorities are. There are limited dollars to access for services.

C-5. Inter-Provincial Comparisons

C-5. INTER-PROVINCIAL COMPARISONS

As part of the review process, an inter-provincial survey was conducted that compared Alberta with other jurisdictions, so that the Province's standing, in preventive initiatives and legislation, could be determined.

Alberta is the only province/territory in Canada that has specific prevention legislation. This inter-provincial review, therefore, identified preventive elements only in related social legislation. It identified the authority responsible for its administration, and briefly describes the preventive model or services.

Other provinces do not appear to have any legislation, or parts of legislation, that have a coherent focus on prevention. Their legislation, not unlike that of Alberta (except for the F.C.S.S. Act), provides for the provision of a wide range of social services, including Home Support, seniors centres, youth projects, etc. Undoubtedly, many of these services have a preventive impact, but it appears that, for the most part, they are not manifestly structured around organizing principles of prevention.

The details regarding the preventive legislation across the country follows.

Inter-Provincial Comparisons

A. PRINCE EDWARD ISLAND

Related Legislation: Family and Child Services Act
Administration: Department of Health and Social Services

Preventive activities are described as minor and no specific prevention-oriented programs have been developed. Childrens' services with the exception of day care are primarily protection oriented. Day care is subsidized in both commercial and non-profit centres based on fee scales geared to income.

Municipalities have no role or involvement in social services. Private organizations may be supported by provincial grants based on the merit of each proposal. (Some of these grant supported services might be described as preventive by the sponsors.) Home Support Services are provided free to clients of the department. Family Life Education is provided primarily through Public Health Nursing Services. Homemaker Services are provided on a fee scale geared to income.

i) Monitoring and Evaluation

All grants supported services are required to submit annual audited statements and program reports which are reviewed for conformity with provisions of the grants. Some programs are subject to on-site evaluations by an audit team consisting of department chairperson and appropriate staff and representation from outside agencies. The latter is viewed as desirable to ensure perceived objectivity of evaluations.

B. NOVA SCOTIA

Related Legislation: A new family and Children's Services Act is being drafted for consideration in the fall of 1991.

Administration: Department of Community Services

While heavily oriented to Child Welfare concerns the Act has among its objectives, a) the opportunity for agencies to more effectively help families through a broader range of preventive activities, b) the development of community based services of the municipalities' initiatives reflect a strong concern about the size of social assistance caseloads and are oriented towards assisting people to develop skills and abilities to become independent of welfare.

The Act will include both statutory authority for State intervention (e.g., Child Welfare) and a specification of services to which people will be entitled prior to actual intervention (e.g., mediation, counselling, etc.). A greater role will be assigned to larger municipalities to deliver more services (income support, in-home assistance for the elderly and disabled.

i) Service Delivery

Municipalities receive cost-sharing on a variety of formulae. Municipal general assistance (money) is cost-shared up to 94 percent on a variable scale. Operating budgets are submitted and approved, and, if over expended are subject to a reduction in cost-sharing to 50 percent. Home Support and Homes for Special Care receive 66 2/3 percent cost-sharing from the province.

Grants are paid to privately operated services on a negotiated basis. No service receives full funding.

Nova Scotia will not implement any new programs unless it is cost-shared under the Canada Assistance plan. Day care is totally provincially administered and

funded. Per diem rates are paid to day care providers. Parents are income tested and typically assessed a fixed fee.

ii) Municipal Involvement

Of 67 municipalities, 38 have service delivery contracts to deliver general social assistance. Many of the municipalities' initiatives reflect a strong concern about the size of social assistance caseloads and are oriented towards assisting people to develop skills and abilities to become independent of welfare.

C. NEW BRUNSWICK

Related Legislation: Social Welfare Act
Administration: Department of Health and Community Service. In 1980 New Brunswick consolidated a number of Social Services Acts under one Family Services consolidated Act.
Miscellaneous: Provides authority for grants

i) Services Delivery

The large bulk of services are provincially provided and 100 percent provincially funded. Municipalities do not deliver social services.

Grants are afforded to family enrichment agencies, senior centres, child welfare advocacy groups and to the New Brunswick Human Services Council, all of which are non-public organizations. Support is individualized and negotiated.

Day Care is subsidized. Centres are eligible for equipment grants, and subsidies to children on a fee scale geared to income are funded under the Social Welfare Act, and day care regulated under the Family Services Act.

ii) Monitoring and Evaluation

An evaluation system is in place for institutional services but not for community programs apart from review of annual audited statements and program reports.

iii) Community Involvement

There are, at the moment, no advisory bodies involving local communities. Advocacy groups of citizens exist in some service areas which make representations for service improvements.

D. NEWFOUNDLAND

Administration: Department of Social Services

The provincial department is a crisis oriented department and little attention has been given to prevention.

Such "preventive" services as exist involve creative use of the employment opportunities program under Social Assistance (Home Support, respite care, housing repairs, environmental clean-up/beautification, municipal infrastructure projects where social assistance recipients are given employment experience. A project to use social assistance recipients as student assistants/teacher aides in schools for the developmentally delayed was developed and subsequently taken over by the Department of Education.) Most services are funded and delivered provincially.

There is no municipal involvement in social service delivery. Historically churches have played a major role in service delivery in this province and grants are made to them for family counselling services. Non-government organizations mainly offer facility based services, e.g., group homes.

Any program proposal by non-government organizations must establish Canada Assistance Plan eligibility or they are not considered.

i) Monitoring and Evaluation

Evaluations are undertaken on an Ad Hoc basis usually when a concern or problem arises.

E. QUEBEC

Related Legislation: An Act respecting Health Services and Social Services
Administration: Ministry of Health and Social Services

A major revision of the Social Services delivery system in Quebec is currently in process. Some of the proposals are described below.

There is provision for direct allowances to the elderly for home care services, referrals to community organizations for material and housekeeping service and respite care in private homes.

Prevention programs in drug and alcohol abuse, sexually transmitted diseases, mental health (especially suicide), school drop-outs, juvenile prostitution and violence aimed at

young people are to be provided. Family supports aimed at encouraging good parenting, school social work services and consulting services aimed at 12-18's are specifically mentioned. Innovative projects by community organizations aimed at children and youth having difficulty integrating into society and their families are to be supported. A special access program for cultural communities is to be introduced.

Local decision making is to be facilitated and users represented on all boards. Regional boards are priority setting and organizing, service evaluation, and coordinating organizations but may not deliver services.

Community organizations must be left free to choose their own orientations, policies and approaches; must carry on volunteer or partly remunerated work on a non-profit basis; must have a board majority of which are citizens or community members. Community organizations are to be assured of places on regional boards, ministerial committees and province-wide consultations. Funding on a three year planning basis will be available through regional boards. The signing of service agreements containing financial clauses will be prohibited in order to protect the freedom of action of these organizations. The province will fund province-wide prevention organizations. An evaluation grid is to be established in collaboration with community associations based on the type of organization and level of financing received.

Municipalities have no delivery role in social services in this province.

F. ONTARIO

Related Legislation: Child and Family Services Act 1984; Day Nurseries Act
Administration: Department of Community and Social Services

The government of Ontario has embarked on a major longitudinal (25 years) project aimed at developing a model of prevention which works. A program director and 25 researchers (academics) are involved in the project which is being mounted in 11 communities (including 4 reserves) which will follow children 0 - 8 years in disadvantaged communities through to mid-twenties. The objective is to prevent emotional, behavioral, social, physical and cognitive problems. A brief outline is attached as Appendix ____ to this report. The project is community based and planned. Funding comes from Ministries of Health, Community and Social Services, Education and the federal Indian and Northern Affairs in the amount of $.19 million for 5 years, $ 1.9 million for 25 years, $800,000 for 5 years and $800,000 for 5 years respectively.

Day Care is provided under the Day Nurseries Act which provides for care to age 10 and with permission (special needs) to age 12. The service is delivered through municipalities which are funded on 80/20 cost-sharing formula except for mentally

retarded children form whom 100 percent of the costs are covered. User fees are set by municipalities, usually on a flat fee basis. Approved corporation may be funded 80 percent (colleges can be approved corporations). There is a problem in the rural areas and in some citizens with the 20 percent local share. No centres are funded directly for programming.

i) Ontario Prevention Clearing House

The Ontario government provides funding to the Ontario Prevention Clearing House, a non-profit organization which provides information, consultation and networking on prevention and health promotion. It is funded by the Ministries of Community and Social Services and Health, which provides about 60 percent of the $1.5 million budget. the remainder comes from contracts with government, municipalities, non-profit organizations and community groups and from foundation grants. Currently the Clearing House is the community participation vehicle for public discussion on welfare reform (since prevention is significantly linked to the issue of poverty).

The Clearing House limits the term prevention to "primary" prevention. The terms "early intervention" and "treatment" are applied to other forms of programming (often referred to as secondary or tertiary prevention).

ii) Review of Provincial/Municipal Social Services

A major review of Provincial/Municipal Social Services was undertaken in Ontario with widespread consultation. The report advocated a better managed, more responsible social service system acknowledging joint provincial/municipal responsibility, clear definition of roles and responsibilities, authority commensurate with responsibility, a balance between equity across Ontario and local flexibility, community involvement as an essential component of planning and management, improved coordination and consultation and fiscal realism.

Provincial legislation, policy development and service management was advocated to provide proper public accountability. Delivery could be by regions, counties or province.

The voluntary section was acknowledged as a service provider outside the government managed network, mainly supported by charitable donations. They should remain outside the provincial/municipal management framework.

Municipal responsibility for child care (not child welfare) is proposed with cost-sharing on a 75/25 basis. A mix of government and non-government services should continue.

Municipalities should also be responsible for community based services including residential services, emergency housing, home-based care (home support, attendant care, homemakers and nurses, community and family supports and seniors centres). Cost-sharing to be 75/25 province/municipality.

A municipal 3 - 5 year social service plan is recommended to be submitted to the Ministry for review and a response is to be prepared in consultation with all key players in the system. Local planning links with Community Health, Education and Housing are recommended.

Per capita grants to municipalities to assist with provision of community grants to voluntary sector organizations are recommended. Planning cost sharing on a 75/25 formula is recommended.

Consultation on service management should be made available through the Ministry, the association of Municipalities and the Ontario Municipal Social Services Association.

The present government is making the report available for widespread discussion prior to taking a position on the recommendations.

G. MANITOBA

Related Legislation: Child and Family Services Act
Community Day Care Standards Act

Administration: Department of Family Services

Under the Child and Family Services Act 15 regional agencies are mandated including five native agencies to provide a range of preventive, supportive, protective and therapeutic services in accordance with the provision of the Act. Implementation is left up to each agency. Prevention work tends to be localized e.g. parenting, street proofing (Winnipeg south). No specific budgetary allocations are made for prevention. The emphasis is heavily on placement and supervision of children.

Grants are paid to external agencies (including such agencies as Big Brothers and Big Sisters). Grants for all types of services totalled $1.7 million in 1989/90.

A specific child abuse prevention and treatment (including Feeling Yes/Feeling No programs in rural Manitoba) is funded in the amount of $1.2 million.

A Volunteerism Public Service program is being developed providing consultation to government departments on utilizing volunteers. A Premier's Volunteer Service Award has been developed and a Premier's Reception for Volunteers has been held.

The Age and Opportunity Centre (seniors) in Winnipeg receives funding from the Department of Health and the Department of Family Services.

Homemaker/Home Support is partly funded by Health and Family Services. Private agency service delivery in Winnipeg is supported. A child must be involved in order to obtain service.

Municipalities are not involved except for short term social assistance.

i) Monitoring and Evaluation

An Agency Relations Bureau sets standards for agency reporting and conducts management and financial audits. Each program area in the department is responsible for its own evaluation system. A strong emphasis has been placed on the accountability of protective services in recent years with discretionary services receiving little attention.

H. BRITISH COLUMBIA

Related Legislation: Family and Child Services Act
Income Assistance Act
Transitional Homes Act
Community Care Facilities Licensing Act

Administration: Ministry of Social Services and Housing

In 1988 the government of British Columbia allocated $20 million to new programs to support and strengthen the family. Communities were invited to identify their needs and 299 contracts were signed with non-profit societies for family advancement (school social workers to identify children at risk), parent homemakers (training in coping, disciplinary and household management), support to young mothers (individual and supportive counselling to young and expectant mothers), and supported living (pregnant women's residences).

The Ministry contracts with non-profit societies to provide assessments, counselling, family support and work preparation and life skills for families and children in care. A

major project in prevention is Reconnect, aimed at encouraging children to return to their families and communities before they become addicted to street life. Volunteer peer senior citizens counsellors volunteer time and are reimbursed for expenses.

Community projects funding is offered to non-profit organizations across the province whose services support those offered by the Ministry (family service projects, crisis centres, youth projects, services to low income groups, services to the handicapped and lower income groups). In 1988/89 153 projects were funded amounting to $5,045,000 dollars.

Larger municipalities play a role in health services, services for the elderly (home care and home support) but smaller municipalities do not. Health units are the delivery system.

i) Evaluation and Monitoring

Ministry is giving special attention to contracting practices (annual contracts are being reconsidered in favour of 3 year contracts). Contract conformity is reviewed when contracts are renewed or retendered.

L. YUKON TERRITORIES

Related Legislation: The Health Act (1990)

There is no specific prevention legislation. The Health Act (1990) enabling legislation which permits the government to enter into negotiations with local areas and municipalities for combined Health and Social Services Boards. Focus of the Health Act is healthy communities. Services to be administered by local health social service boards are not specified but subject to negotiation, as is funding. The legislation aims at local community involvement in social planning and community collaboration.

i) Special Funding

A small Health Investment Fund of $150,000 is available for community-based health promotion and self-help programs. Funding is applied for on a project basis.

Guidelines allow for funding of larger projects where there is an expectation of participation by local organizations and an emphasis on volunteer participation.

ii) Service Delivery

The territorial government delivers statutory services such as child welfare and financial assistance. Municipalities have no service delivery role except insofar as they may participate in the health and social service boards which may be developed.

Counselling services are contracted out to non-government agencies on a negotiated basis.

iii) Service Coordination

No effective planning and operational coordinating body exists.

J. SASKATCHEWAN

Specific Prevention Legislation:	None
Related Legislation:	The Child and Family Services Act
	The Government Organizations Act
	The Social Services Act
Administration:	Saskatchewan Social Services
	The Family Foundation

The prime thrust of Saskatchewan Social Services is the statutory services of public assistance and child welfare. Within this framework and available resources the province has taken some initiative in reaching out to vulnerable families, particularly families with children.

A family support centre is operated in Saskatoon on a pilot project basis which was developed to assist victims of family violence (recognizing that transition houses are unable to provide services on their own). A teen and young parent support service is offered as part of the services available through the centre which concentrates heavily on parenting and family life education.

In a related project, child counsellors have been placed in four of ten transition houses on an experimental basis and considerable success with this is reported.

The department funds non-governmental organizations particularly Big Brothers and Big Sisters who work collaboratively with department protection staff on problem families, often with difficult children.

A major prevention related initiative has been mounted in foster care, with strong emphasis on the training of foster parents. An extension of this program will deal with therapeutic foster care.

An interesting project, an "outward bound" program for abused women has received funding under a discretionary fund available through the Minister's office.

Parent Aides are placed in problem families and a Family Builders Pilot Project has been mounted aimed at keeping vulnerable families together, which are seen as outreach into the preventive area.

In common with developments elsewhere, the department has experienced a narrowing of its mandate in recent years due to resource problems, although considerable thought has been devoted to rearranging department activities to have a stronger preventive impact which is clearly seen to be the direction for the future.

Day Care is non-profit centres and family day home is supported and subsidized by the department.

i) <u>The Family Foundation</u>

The Family Foundation was established initially as an internal government policy coordination vehicle similar to Alberta's Premiers Council in Support of Families. Its mandate was to review and facilitate strengthening and support of all families. While its mandate includes education, promotion and program development, to date the latter has not been a major focus. Rather the Foundation has attempted to "work with and through" government departments and non-governmental organizations. All provincial policies are "filtered" through the foundation for assessment of their implications for sound family life.

In January of 1991 Consumer education, culture and recreation were added to the foundations duties and responsibilities, as they were seen to complement the activities already undertaken. The cultural emphasis is now funded largely separately utilizing lottery funds. The emphasis on recreation has been more strongly placed on the social and family building characteristics of recreational programming and consumer education is funded by the Foundation. An interesting initiative is the provision of seed money (up to $2,500 per event and near full funding) to assist with the costs of community forums on families and family related issues. Funds are available to any group and the issues covered thus far have been wide ranging. The co-ordination of effort through linking people together is a <u>strong</u> focus of the Foundation.

ii) Seniors Secretariat

The provision of information services (toll free line) to seniors, support of seniors centres (capital and operating grants) and support of special programs such as university education programs is administered through the Senior Citizens Secretariat, whose director is also President of The Family Foundation, thus ensuring close linkages. There is a "Seniors Mechanism", a provincial non-governmental senior's agency coordinating body with which co-operative relationships are maintained.

Home Care in Saskatchewan is provided under health auspices.

iii) Planning, Coordination and Evaluation

A deputy Ministers' Coordinating Committee on Social Programs meets regularly on which all human services are represented along with the Executive Council and Finance. A technical sub-committee on Family Policy with inter-departmental representation develops, reviews and puts forward policy recommendations and gives special attention to program evaluation. All programs are subject to review, the decisions as to which are evaluated in any particular year being made on the basis of current issues and program needs. Greatly improved collaboration has resulted from these initiatives. The working committee does hear from public organizations on issues, and initiates consultations with non-governmental organizations and community organizations as it seems appropriate (eg. the Provincial Association on Transition Houses, Family Services Saskatchewan).

iv) Municipal Role

The Municipalities have no legislated role in the delivery of supportive social services in this province. Any local initiatives are the direct responsibility of the municipalities themselves.

The province has mounted specific initiatives directed toward inner city low income families in the form of a Child Nutrition program ($750,000), and the placement of Social Workers in schools which are seen to have strong preventive functions.

v) **Consensus Saskatchewan**

An interesting initiative as mounted by the Office of the Premier in the form of a visioning project for the province. A demographically/geographically representative sample of 100 citizens was drawn from nominations from citizens, and citizen groups and volunteers. They were charged with developing a vision for the future in four specific areas:

Growth and Well-Being of People
Community Stability
Economic Development
Financial Resources

The 100 citizens consulted with all interested parties and developed an extensive series of recommendations which are now in process of evaluation.

C-6. Materials Reviewed

C-6. MATERIALS REVIEWED

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TABLE 1: TOP FUNDING PRIORITIES			
		Priorities 1986-1991	Current Priorities
(a)	Services that promote the social development of children and their families (such as expending child care; family-school liaison; preschool; toy lending libraries; after school programs; young moms and moms and tots; etc.).	12%	8%
(b)	Services that enrich and strengthen family life by developing skills in people to function more effectively within their own environment (such as youth programs; project self-esteem; family life workers; etc.).	34%	42%
(c)	Services that enhance the quality of life of the retired and semi-retired (such as home support services; senior services; Meals-on-Wheels; etc.).	26%	21%
(d)	Services designed to promote, encourage and support volunteer work in the community (such as volunteer week; information and resource staff; volunteer recruitment and training).	7%	8%
(e)	Services designed to inform the public of available services (community development; public education).	20%	21%

TABLE 2: BUDGET SPENDING

Proportion of Budget	Categories								
	a	b	c	d	e	f	g	h	i
0% to 25%	-	90.8	88.2	77.6	96.1	97.4	98.7	90.8	93.4
25% to 50%	87.9	9.2	10.5	17.1	2.6	1.3	1.3	9.2	6.6
51% to 75%	9.1	-	-	3.9	1.3	1.3	-	-	-
76% to 100%	3.0	-	1.3	1.3	-	-	-	-	-
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Frequency Missing	44	1	1	1	1	1	1	1	1